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IMPLEMENTATION STRATEGY FOR THE FIRST REGIONAL COOPERATION FRAMEWORK FOR AFRICA, 1997-2001

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INTRODUCTION

1. The present report responds to Executive Board decision 97/9 of March 1997, in which the Board requested the Administrator to present an implementation strategy for each regional cooperation programme.

2. The regional cooperation framework (RCF) for Africa, approved by the Executive Board at its second regular session 1997, focuses on poverty eradication and complementary issues that will enhance the human dimension of sustainable development. These issues are grouped into four main programme areas: (a) capacity-building for development management; (b) enhancement of governance; (c) private sector development; and (d) trade and regional cooperation.

I. LESSONS OF PAST REGIONAL COOPERATION

3. The RCF was formulated with the benefit of key evaluation reports, several reviews of previous regional programmes, consultations with stakeholders and country offices and new approaches developed by UNDP. Of particular importance were the 1995 mid-term evaluation of the fourth regional programme for Africa, the 1996 evaluation report on global, interregional and regional programmes, and a 1996 desk review of the regional programme.

4. Guided by the conclusions and recommendations of the above, the RCF is highly focused, with clearly defined objectives and an effective implementation strategy. It provides for better planning and coordination, improved management, more effective monitoring and evaluation, including establishing benchmarks and performance indicators. It pays greater attention to UNDP comparative advantages and the impact of its interventions. It is also aimed at improving quality control, information-sharing and organizational learning. Set out below are the key features of the RCF which derive from the lessons above.

5. Focus. Emphasis is placed on the need to focus UNDP interventions, an important consideration in the background of diminishing aid resources. A participatory approach will continue to be applied to ensure that regional programmes and projects are mutually reinforcing; that they build on the UNDP comparative advantage in capacity development and are fully justified in terms of poverty eradication for the advancement of sustainable human development (SHD) objectives.

6. National and global linkages. The RCF will strengthen linkages to national programmes by involving beneficiaries at the design and implementation stages, stressing the intercountry nature of these interventions. Africa's stakeholders and development partners will be invited to participate in major initiatives and programmes. Regional programmes will be planned and implemented in close collaboration with global programmes.

7. Thematic linkages. The programme approach has facilitated the strengthening of thematic linkages among the programmes and projects. For example, the mid-term evaluation of the fourth regional programme found that

most of the projects contributed directly and indirectly towards poverty eradication; they advanced private sector development; improved relations between businesses and Governments and promoted employment-creating activities aimed at the poor. The programme also enhanced gender mainstreaming in a wide range of activities. The HIV/AIDS programme broke new ground in raising awareness, launching networks and support groups, examining ethical and legal issues, and enhancing national capacities to develop appropriate policy responses to the epidemic.

8. Ownership. Some important lessons learned were that (a) demand-driven programmes elicit ownership and commitment of the participating countries and (b) the participatory process can be broadened to include a wide range of civil society organizations (CSOs), non-governmental organizations (NGOs) and intergovernmental organizations (IGOs). Ownership considerations are thus taken into account right from the design stage through implementation and evaluation.

9. Impact. Lessons learned and measures already taken are aimed at raising the impact of the regional programme. A longer-term orientation will continue to be stressed; the use of benchmarks will facilitate the future determination of impact; the RBA cadre of senior economists, almost all of whom are in country offices, have improved the quality of upstream policy dialogue, helping, together with other development partners, programme countries to implement economic reform programmes more effectively.

10. Collaboration with the Economic Commission for Africa (ECA) and United Nations specialized agencies. Through more effective collaboration and coordination of interventions with ECA and United Nations specialized agencies and development partners, the fourth regional programme helped to minimize duplication and avoid waste. The new regional programme will therefore be designed to provide for joint action with other United Nations agencies on issues of common interest.

II. IMPLEMENTATION STRATEGY AND ARRANGEMENTS

A. Common elements in the design and implementation of the components of the regional programme

11. The overall strategy will emphasize the comparative advantage of regional programme interventions in strengthening the capacity of programme countries to address poverty eradication for SHD. Three elements characterize the regional approach: (a) it addresses problems that are common to more than one country and whose solution calls for simultaneous action by all the relevant countries involved; (b) it enhances ownership and maximum coordination and linkages among various partners as well as with national and global initiatives; and (c) it fosters mutual learning, information exchange and sharing of knowledge and best practices within the region and with other regions.

12. The regional programme will therefore stress trans-boundary common interests, establish linkages among subprogrammes and projects and involve stakeholders in design, implementation, monitoring and evaluation. In this, the programme will be guided by the UNDP corporate strategy endorsed by the

Executive Board and by lessons learned from the previous regional programmes. It will be based on the following criteria:

(a) Focus. Through the use of the programme approach, the focus on capacity development - mainly for poverty eradication will be concentrated in four critical areas: (i) development management for poverty eradication and sustainable livelihoods; (ii) good governance; (iii) strengthening the private sector for job creation and improved market access; (iv) trade expansion and enhancement of regional cooperation. These are consistent with Africa's priorities as reflected in key documents such as the Abuja Treaty and "Relaunching Africa's Economic and Social Development: The Cairo Agenda for Action". They also reflect major conclusions and recommendations made at various summit meetings, including the Organization of African Unity (OAU), Franco-African summits and Commonwealth summits. The RCF is consistent with United Nations initiatives on Africa such as the New Agenda for the Development of Africa in the 1990s (UN-NADAF) and the United Nations Special Initiative on Africa, which is aimed at operationalizing UN-NADAF;

(b) National, regional and global linkages. The strategy will strengthen linkages of the regional programme to cross-border and interregional issues (e.g., HIV/AIDS, water, conflict prevention). It will also strengthen macro and micro linkages to ensure maximum impact and sustainability;

(c) Thematic linkages. Cross-cutting themes, especially poverty, gender, and governance, will be strengthened and synergies built among them. Concerning gender, for example, while specific programmes will be developed in support of the political and economic empowerment of women, these concerns will also be integrated into other interventions under this programme;

(d) Ownership. A participatory approach will be adopted, promoting dialogue and consultation with other stakeholders and development partners. This will foster a sense of ownership and commitment by the beneficiaries and it is hoped that such ownership will enhance resource mobilization through wider involvement of beneficiaries and development partners;

(e) Collaboration with ECA and United Nations specialized agencies. Collaboration with ECA will be enhanced through joint programming and by inviting ECA to execute and/or implement regional programmes and projects. The first subregional facility (SURF) in the African region to be established in Harare, will build strong links and networking with ECA, United Nations specialized agencies and other development agencies.

B. Implementation strategies for each thematic area of the regional programmes

1. Capacity-building for development management for poverty eradication and sustainable livelihoods

13. The main objective of this programme area is to support African countries in building and strengthening capacity for development management for poverty eradication. The aim is to achieve this by (a) enhancing the capacities of

programme countries for long-term strategic planning through the national long-term perspectives studies (NLTPS) methodology; (b) networking; and (c) strengthening capacities to develop policy options that are consistent with ensuring food security, natural resource management, and HIV/AIDS.

Strategic planning and information-sharing

14. Objectives and implementation strategy. The main objectives are (a) to enhance the capacity for strategic planning through the NLTPS and (b) to expand access to global information and strengthen networking and knowledge-sharing:

(a) National Long-Term Perspective Studies. This initiative contributes significantly to the reorientation of development strategies from the short to the long term by integrating short-term macroeconomic frameworks into a long-term vision and strategic plan. Under the new phase, which started in mid-1997, emphasis will continue to be placed on building national capacities for strategic planning by providing technical support, training, and methodological tools for the national teams who manage the country exercises. This subprogramme will be implemented in collaboration with key government institutions and regional and national organizations. The exercise stresses participation at all levels in the identification of a national vision; preparation of strategic studies; construction of scenarios that provide alternative options for the future; formulation of a strategy for national development; and preparation and implementation of action plans and programmes;

(b) Communication networking and information and knowledge-sharing. The regional programme will support networking and sharing of new and reliable knowledge and information through the Internet programme and the knowledge network facility (KNF) programme. The Internet programme will be implemented in collaboration with African Governments, ECA, CSOs and UNDP country offices. It will also benefit from technical support by the SURFs, which are to be established in the Africa region from early 1998. It is expected that this programme will promote development and economic integration in the region by supporting the provision of reliable and cost-effective communications. It will also enable CSOs to make better use of the Internet and related technologies in support of SHD. The KNF will support African countries in promoting a more effective learning environment for policy formulation and changes through networking and sharing of information, knowledge and best practices and in promoting technical cooperation among developing countries (TCDC). It involves training, workshops, studies, study tours, and the collection and compilation of SHD best practices. The key partners are: IGOs, NGOs/CSOs, regional and national institutions, and the academic and business sectors.

15. Expected results and success criteria. The expected results include: (a) an NLTPS regional information system and database for socio-economic analyses, including human resources training to lead the NLTPS process and manage its integration into the planning and budgetary processes and (b) SHD best practices collected and disseminated within Africa and shared with other regions. The success criteria will include: (a) an increased number of African countries adopting the NLTPS concept, utilizing the methodologies and exercises in development planning and better placed to participate vigorously in the global economic system and (b) improved information and knowledge exchanges,

sharing of and building on SHD best practices within the region and with other regions.

Capacity to address critical SHD challenges

16. Objectives and implementation strategy. The subprogramme will support programme countries in implementing the recommendations on poverty eradication of key United Nations global conferences such as the 1995 World Summit on Social Development. To do so, critical areas will be targeted, including the following:

(a) The food security programme. This will support building and enhancing critical capacities for sustained food security. It will be undertaken in collaboration with subregional organizations through four interlinked subprogrammatic areas: strengthening sectoral information; policy analysis and research; improvement of access for households; and strengthening productions systems. Assistance will focus on training, crop and livestock research, enhanced data management and the promotion of partnerships and networks. UNDP will seek to add value in policy advice and capacity development in partnership with, and complementary to, the interventions of the Food and Agricultural Organization of the United Nations (FAO), ECA, the South African Development Community (SADC), Permanent Interstate Committee for Drought Control in the Sahel, the Inter-Governmental Authority on Development, the Economic Community of West African States, and the Consultative Group on International Agriculture Research centres;

(b) The HIV/AIDS and development programme. This will support regional capacity for addressing the HIV/AIDS epidemic by deepening the knowledge and understanding of the epidemic, as well as the multisectoral responses to it. It will focus specifically on enabling the public sector, civil society organizations, private enterprises, and national and regional advocacy networks to develop effective responses to the epidemic. This will be done through identification, documentation and sharing of critical learning experiences and mobilizing the affected population to express their needs, experiences and responses to the epidemic. UNDP will work closely with UNAIDS, the German Agency for Technical Cooperation, regional and subregional organizations and other major stakeholders;

(c) The natural resource management programme. This will concentrate on improving and strengthening partnerships in water resource management, strategies linking regional to country actions, promoting transboundary dialogue and coordinating initiatives within the framework of the global water partnership. It involves supporting consultations, dialogue, training, workshops and related technical assistance. The programme will be implemented in partnership with Governments, the World Bank, and national and regional institutions.

17. Expected results and success criteria. The expected results for this sub-area are: (a) an established methodology for measuring progress in poverty eradication using variables such as improved food security, reduced incidence of HIV/AIDS and better resource management; (b) a strengthened network of national agricultural research institutions and improved subregional food-security

information systems established; (c) three river basin cooperative framework agreements signed and operational; (d) HIV/AIDS methodologies, strategies and programmes developed in 12 countries; (e) a core group of HIV/AIDS trained persons and institutions in 15 countries; (f) the Network of African People Living with HIV and AIDS operational in 15-20 countries. The success criteria will include: (a) strengthened capacity for research and policy analysis on food security and improved access to food supply and production at three subregional levels; (b) improved capacity for the management of water resources through established frameworks for addressing water use and allocation issues; (c) improved effectiveness of African countries in responding to the HIV/AIDS epidemic in Africa.

2. Enhancement of governance

18. Most governance issues tend to be of a national nature but some, such as peace-building and support to refugees, are most effectively addressed under a regional approach. The regional programme will therefore focus on governance issues that cut across boundaries with a view to promoting committed leadership, strengthening public accountability and transparency in decision-making, promoting political transition to democratic processes, protecting human rights, empowering CSOs, and addressing conflict situations. It will promote gender mainstreaming, particularly in political and civic leadership. Through the Governance Support Facility, technical cooperation will be provided to programme countries for the formulation, implementation and management of programmes and projects on governance. The implementation strategy will focus on building and strengthening capacity in support of leadership-building, accountability and transparency; political transitions; civil society empowerment, peace and stability and gender mainstreaming. UNDP interventions will complement those of key partners such as ECA, NGOs, IGOs and CSOs.

Building accountable leadership and enhancing transparency of the political process

19. Objectives and implementation strategy. This subprogramme will support programme country efforts to build a critical mass of capable and committed leaders who are accountable to the electorate and who share with the people the consequences of their policies and actions. Emphasis will be placed on promoting transparency, the responsibilities of public office, the rights of the citizen, the limitations of power, and checks and balances of democratic governance. This will be done through training, support for legislative and judicial reforms and for the reform of accounting systems. The regional programme will work closely with Governments, the Africa Leadership Forum, and various community groups.

20. Expected results and success criteria. Expected results include: leadership skills enhanced at the grass-roots and regional levels; over 40 national and regional governance programmes formulated in Africa; a monitoring and reporting mechanism established on the implementation and mobilization of support for national governance programmes through the UNDP country offices. The success criteria will include: strengthened partnerships and consensus among African Governments, CSOs, and the international community

for good governance; improved coordination and mobilization of support for good governance in Africa; and significant improvements in key aspects of good governance in Africa.

Empowering civil society organizations for poverty eradication and political participation

21. Objectives and implementation strategy. The objective of this programme is to strengthen the capacity of selected NGOs and CSOs to enable them to participate actively in policy dialogue so as to enhance consensus-building in formulating approaches to poverty eradication and good governance. This will be done mainly through training and enhanced networking. The programme will be implemented by subregional networks of NGOs and CSOs as well as by ECA and the UNDP Special Unit for TCDC.

22. Expected results and success criteria. The expected results are as follows: approximately 100 grass-roots organizations strengthened in some 12 African countries; about 1,000 leaders of NGOs and CSOs trained in defining and articulating NGOs/CSOs priorities. The success criteria will include: more effective learning and sharing of good practices on governance among governments, CSOs and NGOs; and improved partnerships among Governments, CSOs and NGOs in poverty reduction policies and programmes.

Supporting pluralism and democratic change

23. Objectives and implementation strategy. The political transition that is now taking place in Africa challenges both the policy-makers in the region and their development partners to be committed to sustaining the process and ensuring that it is irreversible. In collaboration with United Nations specialized agencies, the regional programme will support a wide range of activities aimed at facilitating the transition, including, electoral, legislative, judiciary and civil service reforms.

24. Expected results and success criteria. Expected results include increased recognition of the UNDP role in enhancing the democratic transition. The success criteria will be increased political stability in programme countries.

Building peace, preventing and managing conflict

25. Objectives and implementation strategy. The objectives are to support efforts by programme countries to (a) develop mechanisms for anticipating conflict situations and measures for avoiding them; (b) manage conflicts when they break out; (c) address the root causes of conflicts. Of particular significance is support to the OAU mechanism for conflict prevention, management and resolution. The capacity of the OAU Conflict Management Division will be strengthened in decision-making, preventive diplomacy, conflict management and resource mobilization. The programme will support skills development, networking, study tours and other skills enhancement mechanisms. UNDP will seek to provide value added in capacity development and advocacy and in addition to those of the OAU, it will complement interventions of other key partners, including, ECA, subregional groups dealing with peace and stability, and NGOs/CSOs.

26. Expected results and success criteria. The expected results are an OAU early warning system established; OAU staff skills strengthened in decision-making, preventive diplomacy, and resource mobilization. The success criteria will include substantial improvement in decision-making, preventive diplomacy, resource mobilization and operational performance.

The regional gender programme: Empowering women for political participation

27. Objectives and implementation strategy. The objective is to improve gender equality in Africa. The programme will target selected countries with a view to developing a comprehensive and coordinated strategy that builds upon ongoing gender-mainstreaming efforts and works in partnership with Governments, CSOs and the media. It will also support and expand networks and institutions that promote regional cooperation and information-sharing. A region-wide network of women parliamentarians and councillors will be strengthened to support women in political leadership and decision-making. Regional training institutes such as the United Nations Institute for Economic Development and Planning, the Council for the Development of Social Science Research in Africa, and the Pan African Institute for Development will be supported in the formulation of training modules in policy analysis, political leadership, decision-making, civic organizing and advocacy. In addition, the capacity of selected institutions will be strengthened in the areas of legal reform, human rights, social policy and peace-building. This programme will be implemented in close collaboration with the United Nations Development for Women and ECA as well as with regional organizations that have a gender focus such as Women in Law and Development, the Forum for Women in Development, the Western African Management Development Institutes Network, Emang Basadi Women's Association, the Women's Development Foundation, and the Southern African Development Community.

28. Expected results and success criteria. The expected results of the gender programme for political empowerment will include: a core set of strategies for the promotion of women in leadership roles (e.g., alternative affirmative action mechanisms; systematized training programmes for skills development); advocacy skills to influence policy; and the refinement of gender-mainstreaming modalities. The success criteria will include an increased number of women in political decision-making and leadership posts.

3. Private sector development

29. The general objective of this programme is to promote poverty eradication and economic growth by supporting measures to expand the private sector and job opportunities. This will be done by helping programme countries to create an appropriate legislative and financial framework aimed at attracting foreign investment and enabling these countries to compete more effectively in the global economy. The subprogramme area will promote entrepreneurship development; increase access to microfinance, particularly for women; and target capacity-building for the economic advancement of women.

Business and financial sector management

30. Objectives and implementation strategy. The objective is to capitalize on economic reforms to attract increased capital to African markets and to broaden the productive sector. Key activities will include (a) support for business associations, investment-promotion agencies, capital market authorities and other private sector groups; (b) support for country efforts to design private sector programmes, especially those seeking to integrate the small and medium-sized businesses into the formal economy as well as to assist in the development of Africa's integration into the global economy; (c) development of a resource base of African talent to act as a catalyst for attracting foreign and domestic investment; and (d) support for investment-promotion agencies and for the development of regional marketing strategies. The programme will provide technical cooperation and training; help to develop a database of African business executives; and promote networking and the publication of news letters. UNDP will seek to build and strengthen indigenous capacities in these areas and its interventions will complement those of the World Bank's International Finance Corporation, the African Development Bank, business associations, investment promotion agencies, capital market authorities and other private sector groups.

31. Expected results and success criteria. The expected results are: private sector guides for UNDP country offices developed and implemented in eight pilot countries; a regional database of African business executives established; linkages established among small, medium-sized and large enterprises and between them and the enterprise and transnational sector; and improved policy coordination to attract foreign investment. The success criteria will include: an improved policy and regulatory environment for private sector development and foreign investment; increased investment in Africa and in African participation in global and regional trade.

Microfinance

32. Objectives and implementation strategy. The regional programme will continue to collaborate with the United Nations and other institutions to meet the objectives of the Micro Credit Summit by supporting measures to increase access to microfinance, particularly for women. The implementation strategy will also seek to introduce and disseminate best practices on microfinance interventions; encourage coordination between microfinance programmes; introduce savings-mobilization programmes, and capitalize on existing UNDP initiatives. Support for the Women's World Banking (WWB) initiative and the Microstart programme forms the cornerstone of the microfinance programme. The WWB project will establish a set of norms for operations and for linking up microfinance institutions on a regional basis. It will provide a vehicle for implementing best practices on a country-wide basis in markets where there has been limited access. The support will include Microstart-related activities ranging from regional networks and auditing projects, an Africa-based Microstart coordinator, and savings mobilization projects to augmenting existing credit schemes. The main partners are: WWB, Microstart, and other financial groups.

33. Expected results and success criteria. The expected results include: 10 African countries supported to implement microstart programme initiatives.

Success criteria will include: improved outreach of microcredit programmes; improved repayment records in the participating countries and increased participation of women.

Enterprise Africa

34. Objectives and implementation strategy. The objective of the Enterprise Africa programme and related initiatives is to provide a regional institutional framework for coordinating small and medium-sized enterprises (SME) activities in Africa and enhancing indigenous African entrepreneurship. This will be done by providing technical cooperation for formulating programmes on entrepreneurship and enterprise development. This initiative will strengthen existing programmes through cross fertilization of experiences from different countries. In addition, it will facilitate access to credit for SMEs and promote enterprise networking within the region as well as exploring the possibility of interregional networking. The core services to be provided include entrepreneurship training, management advisory services, identification of sources of credit, subcontracting and other forms of enterprise linkages and policy advisory services for African Governments. UNDP capacity development interventions will be closely coordinated with and complement those of SMEs, Governments, the Special Unity for TCDC, Country Offices and the corporate sector.

35. Expected results and success criteria. The expected results of the enterprise Africa initiative will include: 20 African countries assisted in starting new entrepreneurship programmes or strengthening existing ones; 5,000 entrepreneurs trained, of which at least 40 per cent will be women; 150 enterprise linkages established between African SMEs and foreign companies; 90 local trainers certified to implement entrepreneurship workshops; 200 entrepreneurship workshops organized. The success criteria will include: increased linkages and partnerships among small, medium-scale and large-scale producers; increased number of successful entrepreneurs and jobs created.

The regional gender programme: Empowering women as agents of economic change

36. Objectives and implementation strategy. The overall objective is to attain gender equity in Africa by helping programme countries to develop a comprehensive and coordinated strategy that addresses the economic aspects of the gender programmes. It will also expand existing networks among institutions for regional cooperation and information-sharing. It will provide business skills training for women, especially at the grass-roots level, through expanding the current programmes of the Africa Federation of Women Entrepreneurs and promoting the South-South transfer of technology and knowledge. UNDP will work with programme countries, seeking to build capacity in these areas and provide upstream policy advice to complement the interventions of CSOs, and regional institutions such as the African Federation of Women Entrepreneurs, the Common Market for Eastern and Southern Africa, Emang Basadi Women's Association, the Women's Development Foundation, the West African Management Development Institutes Network and Enterprise Africa.

37. Expected results and success criteria. The expected results are: a dynamic network of women entrepreneurial groups; structured business skills

development training modules; and formal channels through which women entrepreneurs can access global markets. The success criteria will include: increased opportunities for women to access and control economic resources and information, and increased participation in business management.

4. Promoting trade and enhancing intraregional and interregional cooperation

38. The objective of the trade subprogramme area is to develop critical capacities in the private sector and to strengthen an enabling environment to promote trade among African countries and between them and the rest of the world. For regional cooperation, the programme is aimed at addressing common problems and cross-border issues in the region.

The trade programme

39. Objectives and implementation strategy. The main objectives of this programme area are: to build capacity of the business sector to enable it to take advantage of regional and global market opportunities and to provide a basis for high-quality export-led development with a view to alleviating poverty and realizing other SHD objectives. This subprogramme contains separate modules grouped under three agendas aimed at strengthening human resources, policy-making capabilities and enabling institutions. The goal is to strengthen the capacity of Governments, IGOs, businesses and CSOs to develop approaches to improving the competitiveness of African products as well as achieving greater coherence among the commitments of individual countries to subregional, regional and global rules of trade. The programme will involve a broad range of partners; it will be implemented by national governments and regional institutions with the support of the United Nations Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC) and the World Intellectual Property Organization (WIPO). UNDP will be responsible for overall coordination of the programme. The beneficiaries will include African entrepreneurs who will be able to meet the challenges and opportunities newly created by the shift towards a more open international marketplace. The regional programme complements the interventions of other donors, including UNCTAD, ITC, WIPO, Governments, business sector, and NGOs/CSOs, aimed at strengthening sub-Saharan Africa's ability to integrate into the global economy. This will be done through training and capacity needs assessment, development of training materials, national, subregional and regional workshops and seminars, and networking.

40. Expected results and success criteria. The expected results of the trade programme will include: networks of national and regional institutions established for training policy-makers, private sector operators and civil society representatives; training provided to over 1,000 individuals from the Government, IGOs, businesses and CSOs on different trade modules; appropriate policies for subregional integration established; and research and preparation of studies undertaken on specific trade issues. The success criteria will include: better-trained human resources and improved effectiveness of African institutions in addressing global World Trade Organization (WTO) and subregional rules of trade and investment; demonstrated effectiveness of governments, IGOs,

business and CSOs in formulating and articulating trade and foreign investment strategies that promote export-led development; increased success of African business operators in global and regional trade.

Promoting intraregional and interregional cooperation

41. Objectives and implementation strategy. The objective is to support selected regional policy formulation and cooperation arrangements to address common problems and/or cross-cutting issues of the continent. This programme will support activities such as the development of the African Economic Community, the country initiative facility (CIF) programme, the Tokyo International Conference on African Development (TICAD). This assistance will enable African countries to undertake more effective collaborative actions to address common problems. For example, the CIF will enable a group of countries to design, formulate and implement projects of high priority. It will adopt a flexible decentralized management under the Principal Project Resident Representative (PPRR). The strategy for regional cooperation is to promote the programme approach to elicit real ownership, accountability, and commitment among participating stakeholders in designing, formulating and implementing projects addressing common interests and problems. Activities supported will include pilot projects, regional meetings, technical cooperation, training, workshops, and South-South cooperation. The main partners are: Governments, IGOs, NGOs/CSOs, national and regional institutions and UNDP country offices.

42. Expected results and success criteria. The regional cooperation programme will produce: 20 small-scale intercountry activities of high priority to participating countries; bilateral or multilateral cooperation agreements among institutions in Africa; and strategic action plans on specific sector developments. The success criteria will include: better linkages among national, regional and global priorities; and greater effectiveness in addressing cross-boundary issues and problems through strengthened mechanisms.

III. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

43. Management arrangements. The strategy promotes a more flexible and participatory approach to the implementation of individual subprogrammes. The general guiding principle is to seek and retain the most reliable and efficient expertise (i.e., traditional development partners as well as new partners, including African NGOs/CSOs, private consulting firms, universities and other research institutes) while ensuring sustained delivery and strict accountability. The regional programme will also identify and develop a core group of national and regional institutions and enhance their capacity to implement programmes through short-term training, workshops, and networking.

44. The existing mechanism of the Principal Project Resident Representative will be enhanced to improve the management of a number of regional programmes. In addition, the role of the PPRRs and specific delegation of authority would be clearly defined at the formulation and design stage of each subprogramme and project. The PPRRs will be also supported with technical resources from the SURFs as well as the headquarters technical support units.

45. Monitoring and evaluation. Regional programmes will follow the UNDP basic principles of results-oriented monitoring and evaluation mechanisms, developed by the Evaluation Office. The monitoring and evaluation system will be an important management tool on which policy decisions can be based. It will enable all stakeholders to ensure that their programmes and activities remain relevant over time as condition changes. For each subprogramme, a workplan is established at the design stage and includes specific targets, appropriate benchmarks and performance indicators for the assessment of progress. Such benchmarks and indicators will focus not only on quantitative but also qualitative changes. They will be based on baseline data established prior to implementation and agreed upon with various stakeholders and development partners. By monitoring performance, the monitoring and evaluation system will guide resource allocation decisions to ensure that programme objectives are achieved. It will also be an important tool to measure progress towards capacity-building and long-term sustainability of activities.

46. Individual programmes and projects are subject to annual review meetings with the participation of all partners. In addition, executing agencies will submit annual progress reports that will address the progress being made against the agreed benchmarks and indicators. The annual progress reports will also provide information on future workplans and likely resource availabilities. The major outcomes of the annual review meetings and reports will be reported to the Programme Oversight Management Committee (PMOC). In accordance with UNDP rules and procedures, the regional programme will be subject to a triennial review in 1999 in consultation with the PMOC and the Evaluation Office. Core programmes will be independently evaluated and the results reviewed with all partners.

IV. EXECUTIVE BOARD ACTION

47. The Executive Board may wish to:

Approve the implementation strategy for the first regional cooperation framework for Africa (1997-2001) as contained in document DP/1998/6.

Annex

RESOURCE MOBILIZATION AND ALLOCATION TARGET TABLE
FOR AFRICA (1997-2001)

(In thousands of US dollars)

RCF programme areas	Resource allocation	
	Core	Non-core
1. Capacity-building for development management	50 000	20 500 (AfDB, GEF and World Bank)
2. Enhancement of governance	24 246	12 000 (Norway and other bilateral donors)
3. Private sector development	24 000	9 000 (ADB, European Community, Netherlands and other bilaterals)
4. Trade and regional cooperation	27 000	22 000 (Japan, Netherlands and other bilaterals)
Total	125 246	63 500

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IMPLEMENTATION STRATEGY FOR THE FIRST REGIONAL COOPERATION FRAMEWORK FOR THE ARAB STATES (1997-2001)

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INTRODUCTION

1. The first regional cooperation framework (RCF) for the Arab States (1997-2001) was approved by the Executive Board at its third regular session September 1997. It was based on a broad consultative process that culminated, at the beginning of 1997, in the endorsement by the Arab States of a draft outline of the regional programme. Its resources will be allocated among the following areas of concentration: (a) social and economic reform and multilateral economic cooperation; (b) micro-financing; (c) the sustainable provision and use of energy; (d) governance for social development, with an emphasis on poverty eradication; (e) food security; (f) building the capacity of the Arab workforce to participate in the information-based economy; and (g) the sustainable management of natural resources, with a special focus on water.

2. In its decision 97/9 of 14 March 1997, the Executive Board requested the Administrator to present to the Executive Board for its consideration and approval an implementation strategy paper for each individual regional cooperation programme. The present document responds to that request, indicating how the objectives of the first RCF for the Arab States will be achieved.

I. LESSONS OF PAST COOPERATION

3. The 1996 Office of Strategic Planning and Evaluation (OESP) evaluation, entitled Global, Interregional and Regional Programmes: An Evaluation of Impact, documents in its conclusions and recommendations the preoccupation with efficiency and sustainability that has been a prominent feature of regional evaluation efforts in the Arab States, such as in the evaluation of the second regional programme (1992); evaluations of all regional agricultural projects (1996); the assessment of sustainability and impact of results achieved by 16 regional projects (1996); an analysis of the mandatory regional projects evaluations; and the OESP/Regional Bureau for Arab States (RBAS) evaluation of public sector management and reform projects in the Arab States (1996).

4. The feedback from these evaluations and assessments has constituted the most important input into the design of the RCF and its implementation strategy. They stressed in particular the need for: (a) financial and thematic focus to achieve greater impact of initiatives; (b) partnership- and ownership-building to achieve greater dynamic sustainability of results of the technical cooperation; (c) the importance of a demonstration/learning approach and networking in enhancing regional capacities to increase efficiency and effectiveness of activities; (d) subregional cooperation to achieve greater focus on areas of common interest; (e) linkages with global and country programmes to introduce greater coherence of UNDP operations and to strengthen their impact; (f) the application of a results-driven approach to programming and implementation to ensure a link between objectives and resources; and (g) adequate staffing of the management structure to secure accountability.

II. IMPLEMENTATION STRATEGY AND ARRANGEMENTS

5. The UNDP regional programme plays an important role in the development efforts in the region by providing a forum for: (a) the identification of a shared agenda for development cooperation among the Arab States; (b) the determination of sustainability factors for this cooperation; (c) the application of a demonstration/learning approach as well as bringing global development experience and resources into that approach; and (d) the establishment of regional networks to increase technical capacities. UNDP has proven to be capable of playing such a role in the Arab States region because of its neutrality and well-established relationships with programme beneficiaries.

A. Common elements in the design and implementation of the components of the regional programme

6. The implementation strategy incorporates the lessons learned from past cooperation and is devised to preserve, at the implementation stage the substantive focus and the intended impact of the RCF. Greater focus will be achieved by keeping the total number of active projects under 20 and by a thematic shift towards sustainable human development (SHD) and poverty eradication. The RCF will focus on institutions and systems that serve these goals and that need to increase their capacities in order to bring about the desired changes in a more efficient and effective way.

7. The concept of partnerships will be broadened to include not only financial alliances, but also to embrace developmental considerations. The creation of social capital is prominent at all stages of the programme and project process, as well as in the post-design, implementation phase. The modality of project design workshops and of yearly, participatory steering-committee-cum-tripartite review meetings to plan activities and expenditures and oversee project implementation is being implemented throughout the regional programme. This increases the regional ownership of the programme, as do broad consultations with all the stakeholders; effective execution and implementation, with special preference given to national execution and/or implementation; and social acceptability and general affordability of technical solutions.

8. All new initiatives will be based on a demonstration/learning approach, and communication will be given a prominent place in their design. This follows from positive experience in facilitating links between national and intergovernmental institutions through networks, and will enhance inter- and intraregional technical cooperation among developing countries (TCDC).

9. Previous experience has brought to light positive examples of subregional cooperation. Stand-alone subregional initiatives and the clustering of interested countries in the framework of region-wide activities will be pursued during the period covered by the RCF. Every initiative will adopt as its operational priority the facilitation of access and provision of services to the region's least developed countries (i.e., Djibouti, Somalia, the Sudan, Yemen).

10. A shift that has occurred in the substantive focus of the global programme and in country cooperation frameworks will allow the RCF to establish linkages

with global subprogrammes and with country-level initiatives. The positive experience of forging links with country initiatives via simultaneous programming at the regional and country levels has been tested in the context of the Mediterranean Environment Technical Assistance Programme (METAP) and will be expanded under the present RCF.

11. The concern about adequate budgeting will be addressed by the shift to providing relatively small, high-quality inputs to large ongoing regional processes, and by piloting solutions or raising awareness about issues and solutions, with the goal of assembling partnerships around such initiatives, as catalysis for initiating large regional processes.

B. Implementation strategy for each thematic area of the regional programme

1. Social and economic reform and multilateral economic cooperation

Objectives

12. The objectives in this thematic area are to equip the Arab societies with additional capacity to shield themselves, and especially their poor populations, from the avoidable costs of the globalization of trade and capital markets, and to benefit from these global processes as well as from regional and interregional economic cooperation and trade. This will be achieved by the increased ability of the institutions responsible for introduction of social and economic changes to adjust to external challenges in a timely and effective manner. Towards this end, public, private and non-governmental organizations (NGOs) will be provided with the information and skills needed for quick, effective responses to global and regional economic challenges and opportunities.

Modalities/instruments

13. The modalities and instruments by which the objectives in this thematic area will be achieved include: (a) coordination with the UNDP global subprogramme on emerging SHD issues; (b) coordination with the economic and social reform-related elements of governance initiatives in UNDP-supported national programmes; (c) the use of the United Nations Office for Project Services (UNOPS)-managed mechanism for financing requests for technical assistance originating from individual countries; (d) the use of the UNOPS-managed mechanism for prioritizing by region the services offered by the United Nations Conference on Trade and Development (UNCTAD) and the International Trade Centre (ITC); (e) the use of various mechanisms (meetings of beneficiaries, networking) for region-wide sharing of lessons learned; (f) the establishment of partnerships for the provision of technical services and co-financing with UNCTAD, ITC, the World Trade Organization (WTO), the World Intellectual Property Organization, the Arab Monetary Fund, the Arab Trade Financing Programme, the Foreign Investment Advisory Service, and the Islamic Development Bank; and (g) the use of UNOPS execution, with technical support from the United Nations

Department of Development Support and Management Services (DDSMS), while giving priority for implementation to national and regional institutions.

Expected results

14. The results expected in this thematic area include: (a) response to at least 20 country requests for urgent expertise in areas connected with their ongoing reforms in the social and economic sectors; (b) the establishment of a forum for intercountry exchange of experience from such technical interventions; (c) the implementation of a two-year programme of intensive training of trainers as well as in public and private institutions in subjects related to trade, especially under the WTO regime; (d) the introduction of trade points to at least 10 countries and converting this process into a region-wide learning experience; (e) the establishment of a fully operational Intra-Arab Trade Information Network, connected to public and private users in all Arab States; (f) the implementation of a two-year programme of training for those who work in public and private institutions in subjects related to enhancing private investments; and (g) the review and development of legislation related to the protection and administration of intellectual property and the provision of the necessary training in that area, first in three pilot countries, and subsequently, region-wide. Success will be measured by the ability of institutions in Arab countries to lower the cost of and/or to increase their gain from globalization as well as from regional and interregional cooperation.

2. Micro-financing

Objective

15. The objective in this thematic area is to provide the poor populations in urban and rural areas, especially women, with the capabilities needed to increase their profit from participation in the market, thus improving their standards of living and raising their share of contribution to the gross domestic products of their countries. Towards this end, the initiative will aim at improving the access of the poor to micro-financing provided by sustainable institutions that focus on servicing the poor populations, thus expanding opportunities for self-employment and other types of income-generating activities.

Modalities/instruments

16. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) cooperation with UNDP-supported national programmes, to place micro-financing in the context of their poverty eradication and awareness-building initiatives; (b) cooperation with the global MicroStart initiative to gain access to its technology and to high-quality global providers of technical capacity for micro-credit operations; (c) the establishment of a capacity-building programme for national institutions (public, private financial, NGOs) in the pilot countries; (d) the establishment of a forum for joint learning among national institutions and all other organizations in the region that already are providers of micro-credit or are interested in starting

such operations; (e) direct UNDP or UNOPS execution; and (f) implementation by international NGOs, with intensive use of inter- and intraregional TCDC.

Expected results

17. The results expected in this thematic area include: (a) 15 to 20 sustainable national micro-finance intermediary institutions in three pilot countries; (b) direct extension of micro-credit and micro-savings to approximately 20,000 micro-borrowers, especially women in poor rural and urban areas; and (c) a forum for learning established among the MicroStart institutions and all other interested institutions in the Arab countries. The success of the initiative will be measured at one level by the number of institutions in the region with adequate capacity to run the micro-credit operations in a sustainable way and by the number of poor people who are directly affected. At another level, success will be measured by increased awareness in Arab societies about the many-faceted social and economic benefits of enlarging the access of the poor to credit and the policy changes that may be needed to make it happen.

3. Sustainable provision and use of energy

Objective

18. The objective in this thematic area is to equip the Arab societies with greater capacity to reduce the lack of access to reliable sources of energy as a barrier to economic growth and human development, with a special focus on poor, remote areas and women, through the effective management of the supply and demand side of the issue. Towards this end, the energy efficiency measures will be introduced into the operation of energy providers (power companies, providers of self-standing new and renewable sources of energy) and energy consumers (public and private businesses, household consumers, including those in remote, poor off-grid areas).

Modalities/instruments

19. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) coordination with a UNDP global subprogramme that addresses the issue of access to energy for the poor; (b) coordination with the implementation of a Global Environment Facility (GEF)-financed capability-building project in the Maghreb to respond to the challenges and opportunities of the United Nations Framework Convention on Climate Change; (c) cooperation with the E7 Network of Expertise for the Global Environment; the use of an implementation mechanism, executed by DDSMS, led by three convener countries for the cooperation of interested countries in the region (choice of activities, joint learning) in the three distinct areas covered by the initiative (i.e., demand management, supply management and new and renewable sources of energy).

Expected results

20. The results expected in this thematic area include: (a) sustainable energy service companies in at least five countries; (b) integrated resource planning in at least five countries; (c) the development of policies, skills and systems for commercialization of new and renewable sources of energy in all interested countries in the region; and (d) subregional learning mechanisms in place for all of the above-mentioned areas. Success will be measured by the actual implementation of piloted technical solutions and demand for energy-conservation services.

4. Governance for social development, with an emphasis on poverty eradication

Objective

21. The objective in this thematic area is to provide Arab societies with additional capacity for pro-poor strategy, policy and programme development and implementation by increasing their ability to effectively formulate pro-poor policies and programmes and enhancing the performance of institutions (public, private, civil society) that deal with services for social development and especially for poverty eradication. Towards this end, the initiative will create an expanded body of knowledge about the social issues in the region and the best ways to address them.

Modalities/instruments

22. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) cooperation with governance initiatives in UNDP-supported programmes at the national level, by drawing on their databases and experience; (b) cooperation with the relevant subprogrammes of the UNDP global programme, e.g., in the areas of poverty monitoring, poverty strategies, gender analytical frameworks, gender-mainstreaming and management development; (c) reliance on the capacity of the first subregional resource facility in the region to address governance issues; (d) broad consultation within the region on priority issues in governance for social development and priority areas for technical cooperation; (e) gender-sensitive data collection and analysis, through national human development reports, the development of national strategies and policies, where appropriate, as follow-up to the already established main elements of a strategy to eradicate poverty in the Arab States, as well as portfolios of programmes and projects, and sharing information and skills about best practices related to serving the social needs of the populations, especially the poor; (f) the use and strengthening of the technical capacity of the Centre for Arab Women Training and Research (CAWTAR) and the networking capacity of regional social-sector institutions and organizations, including NGOs; (g) intensive use of inter- and intraregional TCDC; and (h) the uses of a mix of execution and implementation arrangements that will highlight national execution, in some cases, with the support of UNOPS, DDSMS and the Economic and Social Commission for Western Asia (ESCWA).

Expected results

23. The results expected in this thematic area include: (a) national statistics offices in seven countries with the capacity for the collection of gender-sensitive statistical data; (b) the production of national human development reports throughout the region, based on leading regional and global examples for data collection and analysis; (c) the establishment of a regional strategy for poverty prevention and eradication, with well-developed national and regional portfolios of projects aimed at poverty prevention and eradication; (d) the implementation of several pilot activities in areas related to social development (e.g., policy development, social safety nets, traditional anti-poverty institutions) for the purpose of region-wide learning; (e) increased region-wide awareness of priority issues in the area of social development; and (f) the strengthening of CAWTAR so that it has full capacity to collect data, research, train and network in the region. Success will be measured by changes in quality of the social strategies, policies and programmes and their impact on well-being of the population at large, especially the poor, and by the cost-efficiency of services provided by the social service institutions and the degree to which their beneficiaries are satisfied with their services.

5. Food security

Objective

24. The objective in this thematic area is to equip Arab societies with an increased capacity to devise and implement measures that can ensure food security at the family level, especially among poor populations, by helping to increase the inclusion of the issue of food security in state economic and social policies, to the extent that they regulate markets, investments and social safety nets, and to develop elements of a coherent system focused on making food available to all. Civil society will be mobilized to fill the gaps that may persist in any such system and to establish norms for state/civil society cooperation to achieve the goal of food security at the family level. Towards this end, the initiative will facilitate a region-wide effort to devise elements of such a system and will support such a cooperation.

Modalities/instruments

25. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) cooperation with the UNDP global subprogramme that focuses on food for the poor; (b) cooperation with the anti-poverty initiatives contained in UNDP-supported country-level programmes; (c) the establishment of a network of the regional capacity (public, private, civil society, including the food-poor communities and families, with a special emphasis on women) to ensure food security; (d) the provision of a forum and technical support for a process of development of a regional food security strategy, piloting several technical solutions for region-wide learning; (e) the establishment of interregional cooperation with the Regional Bureau for Africa (RBA) and the Intergovernmental Authority on Development, in the context of the Horn of Africa food and environment initiatives; (f) cooperation with the League

of Arab States and its specialized organizations (e.g., the Arab Organization for Agricultural Development (AOAD), AFESD); and (g) the promotion of national execution with technical support from United Nations agencies, organizations, specialized funds and economic commissions.

Expected results

26. The results expected in this thematic area include: (a) the establishment of a participatory, country-specific and region-wide process of identifying elements of a multisectoral system to ensure food security at the family level; (b) the development of a broad partnership, involving representatives of the public and private sectors as well as civil society and donors, that will identify itself with the process of achieving region-wide food security and support it; (c) the development of a region-specific flexible, conceptual framework for food security; and (d) the implementation of several (to be identified) pilot operations that will test technical solutions relevant to a chosen number of elements of the food security system, for region-wide learning. Success of the initiative will be measured by the actual introduction by member States of comprehensive food security systems, and, in the long run, by the increased calorie intakes, especially within poor populations.

6. Building the capacity of the Arab workforce for the information-based economy

Objective

27. The objective in this thematic area is to bring about a change in development policies in the region that would open up for the Arab workforce many more employment opportunities in high-quality jobs that pay considerably above the poverty line, thereby raising the overall capabilities of the people and the wealth of Arab societies. This will be achieved by the establishment of new partnerships between the State, businesses, civil society leaders, the media and academia, which would focus on this goal and become instrumental in redirecting development policies and investments. Towards this end, the initiative will facilitate forging such partnerships and will improve access to information about the combined impact of globalization and the information revolution on prospects for economic growth and human development, as well as to the ways in which countries in other regions are successfully coping with this challenge.

Modalities/instruments

28. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) cooperation with UNDP global subprogrammes on the technological implication for SHD and support to emerging SHD issues, so as to benefit from their experience with impact of globalization and new technologies on human development; (b) cooperation with congruent regional programmes in the Regional Bureau for Asia and the Pacific and RBA; (c) based on advocacy efforts by UNDP resident representatives, raising awareness about the challenges of working in an information-based economy at the national levels; (d) based on efforts of RBAS and country offices, the establishment of a broad,

representative network of interested regional leaders, media and academia and their development partners within and outside the region, including United Nations agencies, economic commissions, international financial institutions, regional intergovernmental organizations, banks, regional bi- and multilateral financial institutions and donors; (e) the sharing of concepts and experience and the provision of discussion forums, including a regional forum at the highest policy-making level, expertise, and pilot-testing of relevant technical solutions, as well as the development of requirements for social adjustments to these solutions; and (f) the promotion of a mix of executing and implementing modalities that would combine the capacities of national institutions, the International Monetary Fund, the World Bank and UNOPS and adopt intraregional TCDC as the main executing and implementing modality.

Expected results

29. The results expected in this thematic area include: (a) the creation of at least 8 to 10 representative, national interest groups for review and debate of the issue and its implications in national contexts; (b) a regional, high-level conference; (c) increased awareness among policy makers about the importance of the issue and the establishment of country-specific and region-wide lobbies capable of effective advocacy; (d) piloting, for the sake of region-wide learning, several information technology-related solutions (e.g., distance learning, business via the Internet). Success will be measured by the degree to which the initiative has a positive impact on development policies and investments in the region.

7. Sustainable management of natural resources, with a special focus on water

Objective

30. The objective in this thematic area is to equip Arab societies with added capacity to use their natural resources in a sustainable way to achieve economic growth and human development. Partnerships will be promoted at the national, subregional and interregional levels for the efficient management of natural resources, especially water, in an environment of conducive policies, far-reaching cooperation agreements, well-designed projects and programmes and knowledgeable implementation institutions. Towards this end, the initiative will offer forums and mechanisms for building such partnerships and for providing them with the information and skills that are needed to choose policy options and conceive and implement programmes.

Modalities/instruments

31. The modalities and instruments by which the objective in this thematic area will be achieved include: (a) cooperation with the UNDP global subprogramme on water for the poor; (b) cooperation with natural resources management initiatives in UNDP-supported national programmes; (c) the building of shared responsibility and capacity for the protection of the ecosystems in the Mediterranean Basin; (d) the forging of development partnerships among the Nile River riparian countries; (e) the gathering of lessons learned, piloting

solutions and coordinating efforts in development and management of water resources; (f) extensive use of networking of regional capacities, including that developed in past UNDP projects; (g) the use of the capacity of the World Bank/the European Investment Bank/UNDP/Capacity 21 Regional Facility in Cairo; (h) the promotion of partnerships for METAP among the concerned Governments via national focal points, the private sector, municipalities, NGOs, the media, the World Bank, the European Investment Bank, the European Union, the Regional Bureau for Europe and the Commonwealth of Independent States, Capacity 21, the International Academy for the Environment, the Harvard Institute for International Development, the Blue Plan, Sustainable Business Associates and donors; (i) the promotion of partnerships for the Nile River Basin initiative among the Governments of the riparian countries, RBA and GEF; (j) the promotion of partnerships for the water initiative among the broadest possible host of partners, including public institutions, NGOs, businesses, communities, the World Bank, ESCWA, AOAD and other regional intergovernmental institutions, and donors; and (k) execution by UNOPS that allows for the choice and extensive use of national implementation.

Expected results

32. The results expected in this thematic area include: (a) in the Mediterranean, countries supported in the development of projects for capacity development in the area of environment protection, policy makers and middle-level managers trained in environmental policy development and implementation, communication and conflict resolution, networks (e.g., among coastal cities, eco-journalists, policy makers, water authorities) supported in their activities, indicators and milestones developed for the assessment of impact of eco-policies, programmes and projects, and start-up of public-private partnerships for eco-protection; (b) in the Nile river basin, agreement on a cooperative framework among the Nile riparian countries; (c) a clearing house for water initiatives in the region, with several technical solutions piloted for the sake of region-wide learning. Success will be measured by the availability, in terms of quantity and quality, of water, the introduction and effective implementation of water management and pollution control policies; and social capital built around these issues, including intergovernmental development cooperation agreements.

III. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

33. The responsibility for management of a major part of the regional programme was delegated to the principal project resident representatives (PPRRs) in the region in November 1994. This process will have been completed by the end of 1997. Thus, the management structure of the regional programme will be based on the capacity of the offices of the PPRRs, each of which will be strengthened by two local national officers. The staff at headquarters who address regional issues (two professional and two support staff members) will have among their responsibilities the development of regional programmes and projects; the provision of substantive support to management of the regional programme; and management of the programme's financial resources.

34. RBAS is in the process of upgrading its system for monitoring the progress of implementation and for assessing the impact of the regional programme. Monitoring delivery will become part of the bureau-wide reporting and monitoring system. Monitoring performance will become part of the responsibilities of the PPRRs, on the basis of performance indicators contained in work plans, within a framework of periodic reviews, including yearly tripartite reviews. Monitoring impact will become a joint responsibility of the PPRRs and headquarters staff, on the basis of indicators established at the time of programme design. This will involve, inter alia, establishing a matrix for collecting relevant data on delivery, performance and impact of regional projects against pre-determined benchmarks. The matrix will be accessible for review and update via the Internet.

35. Programme evaluation will remain within the framework of the prevailing UNDP evaluation procedures and instruments. Additional funds will be made available to allow the high-quality application of these procedures and instruments. The RCF will be subject to a triennial review, which will take place during the third year of its operation, i.e., 1999. All regional programmes will be evaluated upon their completion. The issues to be addressed as well as the timing will be determined by the Programme Management Oversight Committee in consultation with the regional bureaux and the Evaluation Office.

IV. EXECUTIVE BOARD ACTION

36. The Executive Board may wish to:

Approve the implementation strategy for the first regional cooperation framework for the Arab States as contained in document DP/1997/7.

Annex

RESOURCE MOBILIZATION AND ALLOCATION TARGET TABLE
FOR THE ARAB STATES (1997-2001)

(In thousands of United States dollars)

Regional cooperation framework programme areas	Resource Allocation	
	Core	Non-core
1. Social and economic reform and multilateral economic cooperation	5 500	1 200 (AFTP, IDB)
2. Micro-financing	2 500	2 000 (AGFUND)
3. Sustainable provision and use of energy	1 500	3 000 (AFESD)
4. Governance for social development, with an emphasis on poverty eradication	9 000	-
5. Food security	4 262	-
6. Building the capacity of the Arab workforce for the information-based economy	3 500	-
7. Sustainable management of natural resources, with a special focus on water	7 000	14 000 (GEF, World Bank, Capacity 21, EC, AFESD)
TOTAL	33 262	20 200

Abbreviations: AFESD = Arab Fund for Economic and Social Development; AGFUND = Arab Gulf Programme for United Nations Development Organizations; AFTP = Arab Trade Financing Programme; EC = European Commission; IDB = Islamic Development Bank; GEF = Global Environmental Facility; and CAP = Capacity 21.

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IMPLEMENTATION STRATEGY FOR THE FIRST REGIONAL COOPERATION FRAMEWORK FOR ASIA AND THE PACIFIC (1997-2001)

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INTRODUCTION

1. The first regional cooperation framework (RCF) for Asia and the Pacific (1997-2001) was approved by the Executive Board at its second regular session 1997. The RCF focuses on three main programme areas: (a) human development and equity, (b) environment and natural resource management, and (c) enabling economic environments and public policy.

2. In its decision 97/9 of 14 March 1997, the Executive Board requested that the Administrator present for the Board's consideration and approval an implementation strategy paper for each regional cooperation programme. The present document responds to that request, indicating how the objectives stated in the first RCF for Asia and the Pacific will be achieved.

I. LESSONS OF PAST COOPERATION

3. The Office of Strategic Planning and Evaluation (OESP) 1996 evaluation, entitled Global, Interregional and Regional Programmes: An Evaluation of Impact, and the 1995 report of the mid-term review of the fifth regional programme for Asia and the Pacific had a number of common recommendations that influenced the design and implementation of the first RCF. In addition, the RCF incorporates lessons learned from formal reviews and evaluations of past activities, as well as new approaches developed through discussions with UNDP country offices and Governments. The lessons learned from the 11 formal regional programme evaluations scheduled to be carried out by the Regional Bureau for Asia and the Pacific (RBAP) in 1997 will also be integrated into the ongoing design and implementation of the RCF.

4. In summary, the recommendations of the OESP evaluation and the mid-term review of the fifth regional programme can be grouped under the following headings:

(a) Focus. Greater focus should be achieved in programmes through careful and sustained preparatory work, with a clear definition of problems and an emphasis on problem-solving. Project design should have a greater focus on cross-cutting issues such as gender, governance and science and technology. Overall, the number of intercountry projects should be reduced;

(b) Ownership. Building ownership among Governments, programme participants, all other partners and UNDP country offices requires an inclusive and participatory approach in project design and in structuring implementation strategies. Greater involvement of resident representatives with further decentralization to country offices will enhance linkages to national development objectives. Countries of the region wish to see the concept of sustainable human development (SHD) broadly defined to include the critical need for economic growth while attaching high priority to social, environmental and equity issues; programmes responding to this felt need will enhance ownership. More extensive use of preparatory assistance for programme formulation will be critical to achieving goals in participation, baseline information collection and inclusion of cross-cutting issues;

(c) Capacity-building of regional and subregional institutions. Capacity development would be enhanced by including a realistic strategy in each project and/or programme document; incorporating a demonstration and learning approach into the design of a project or programme; demonstrating alternative methods to address core SHD priorities; and using regional and national resources and institutions more extensively in project preparation and implementation;

(d) Learning approaches. Regional programmes should use a demonstration and learning approach in support of achievement of SHD-related objectives. A service-oriented approach should be avoided in regional programmes, which should have a commitment to learning within and across projects. Learning should also be part of new project design and facilitate the sharing of information among development actors and donors;

(e) Links to national programmes and to global programmes. At the design stage of projects, it must be considered how to establish appropriate linkages among the different project levels (global, regional, national and local), as well as between regional and subregional and among subregional projects. Cooperation between the regional bureaux and specialist divisions at headquarters should be expanded to optimize the use of in-house expertise;

(f) Collaboration with the United Nations system, regional commissions, and others. Already established arrangements for close working relationships with the Economic and Social Commission for Asia and the Pacific (ESCAP) need to be further strengthened.

II. IMPLEMENTATION STRATEGY AND ARRANGEMENTS

A. Common elements in the design and implementation of the components of the regional programme

5. All RCF programmes for Asia and the Pacific are based on one or more of the following regional criteria: sharing and/or pooling resources (including intellectual and natural resources); addressing trans-boundary issues; addressing a common need or common problem; and developing or promoting agreed upon regional regimes, norms or policies. By advocating and demonstrating new and innovative development technology, practices and concepts as demanded by the countries of the region, regional programmes play a role in providing leadership as well as a neutral mechanism through which vastly different or similar countries may collaborate to achieve national development goals.

6. It is evident that the promotion of intercountry cooperation and the creation of harmonious political space and productive environments for socio-economic development are areas in which the mandate of the United Nations and UNDP is beyond dispute. As a learning organization with informed hindsight, an SHD-promoting organization with forward-looking vision, and a global development organization with capacities to harmonize international, regional, and national development efforts through its regional programmes, UNDP is able to provide a neutral environment for capacity development of regional institutions, build networks and partnerships, and facilitate regional and subregional integration and cooperation.

7. The overarching strategy for implementation of the component programmes of the first RCF for Asia and the Pacific is built around a commitment to the five key areas listed below:

(a) Focus. The formulation and development of the main programme areas were based on intensive consultations with Governments, United Nations agencies, subregional institutions, non-governmental and civil society-based organizations, and other development partners in the region. As a result of these consultations, RCF programme areas are now more targeted, both geographically, on the subregional level, and programmatically, under three thematic areas. Experience from past programmes shows that, generally, programmes are most effective when implemented among a small number of countries or in subregional groupings. Thus, more resources are now devoted to subregional programmes than ever before. The programmes grouped under the three thematic areas are more integrated, and fewer in number, reduced from over 350 projects in the fourth regional programme to about 15 projects in the current RCF. Activities in the various programmes will frequently overlap to provide integrated, innovative responses to SHD issues. Cross-cutting issues such as gender, HIV/AIDS, environment, poverty and governance will continue to be addressed, not only through individual programmes, but also as themes that permeate all programmes;

(b) Ownership. Building ownership will begin with the early stages of programme and project identification and design and continue throughout the implementation and evaluation of the programmes, including through consultations with all potential partner institutions and organizations, as well as donor partners. A process of participatory and interactive problem definition and resolution will be promoted. Participating partners will be key agents in all aspects of decision-making, including the development of work plans. Ongoing involvement of the UNDP country offices will facilitate linkages and the anchoring of issues in national development programmes and dialogues. In order to ground programmes in nationally, subregionally and regionally identified development areas, additional emphasis has been placed on the participatory engagement of regional actors and extensive time allocation to RCF preparatory assistance phases to develop programme objectives, as reflected in several of the programmes described in section B below;

(c) Capacity-building. Capacity-building will be achieved through a wide range of methodologies and approaches. Those to be applied across all programmes in the RCF ensure the participatory inclusion of all stakeholders. National and regional capacities will be used in the design, implementation, monitoring and evaluation of programmes, thus building capacity through active involvement. Capacities for active involvement in programmes will be identified during the process of building partnerships. When required, regional capacities will be supplemented by subcontracting arrangements through the technical cooperation among developing countries (TCDC) modality, twinning arrangements, or other appropriate mechanisms. The RBAP region pioneered the concept of the subregional resource facility (SURF) during the fifth regional programme. Under the first RCF, SURFs will support all regional and subregional programmes by enhancing links among partners in these programmes, providing information on expertise in the region and supporting management arrangements;

(d) Learning approaches. Information about programme activities will be continuously shared and readily available to all partners and new information will be integrated into programme activities. Each of the major programmes will have an Internet web site, which will allow programme partners to access updated information about completed and planned programme activities. The web site will also serve as an instrument for monitoring impact and results, and will provide a framework to define actions that should be taken in monitoring and evaluation. The sites will also allow for ongoing interactions with all concerned resident representatives, Governments, and other programme partners, through built-in and secured electronic mail components, to ensure that all partners will be involved in monitoring and evaluation. Through such a participatory approach, the knowledge gained through intercountry cooperation will flow easily into national approaches by the participants themselves;

(e) Links to national programmes and to global programmes. Linkages to national programmes will be strengthened by involving the key actors at the country level in the actual planning and implementation of regional programmes. The specific issues and approaches will be defined by the national actors, in line with national development priorities and in areas where the intercountry collaboration is an important or the only means to achieve the national development goals. Regional programmes are being designed in close cooperation with the managers of global programmes and are linking the learning approaches of global programmes to operational implementation and pilot-testing undertaken at the regional level;

(f) Collaboration with the United Nations system, regional commissions and others. Expertise from specialized United Nations agencies will be called upon for specific elements or full programme implementation. New forms of collaboration are taking shape with many agencies and with ESCAP. Through its Bangkok country office, UNDP is participating in the Regional Inter-agency Coordination for Asia and Pacific (RICAP) mechanism, established and led by ESCAP. Regional programme experts participate in several RICAP working groups. In other regional programmes, collaboration with agencies such as the United Nations Children's Fund (UNICEF), the United Nations International Drug Control Programme (UNDCP) and others, is a prominent feature.

B. Implementation strategies for each thematic area of the regional programme

1. Human development and equity

8. The main objective in this thematic area is to assist countries to define new and strengthen existing approaches and modalities, permitting them to minimize existing and emerging disparities in capacities and livelihoods.

National Human Development Report Programme (NHDR)

Objectives and implementation strategy

9. The primary objective of the programme is to develop human development benchmarks, indicators and analytical tools for monitoring human development and

poverty in each participating country of the region. It also supports the formulation and development of more people-centred national policies and strategies, including gender-sensitive policies, and promotes public debate on these issues. Through the programme, these objectives will be implemented by providing seed money from the regional programme to support the preparation of high-quality reports through a consultative process that builds technical capacity, involving peer review, creates a human development network in each country, and cross-fertilizes ideas and capacities among countries. Each report will be prepared by a national team of experts with advisory international services, as appropriate. Regional institutions such as the Statistical Institute of Asia and the Pacific and ESCAP will be involved in developing technical capacity and promoting policy dialogue. In addition, the programme will ultimately establish a common standard and mechanism for monitoring human development and poverty in the region, based on the global Human Development Report.

Expected results and success criteria

10. The programme is expected to demonstrate results in increased national and international policy dialogue on issues of human development and public action for human development, including changes in policy, shifts in development assistance, increased research and greater participation of civil society. The fundamental human development data tools generated by national human development reports will help to improve the quality of national debates, as well as the targeting and analysis of national poverty eradication development planning and policy. Indicators of success will include the publication of 20 high-quality national human development reports, the establishment of systems and networks that regularly collect human development indicators and provide the basis for monitoring human development, and the setting up of human development networks spanning civil society and Government.

South Asian Poverty Alleviation Programme (SAPAP)

Objectives and implementation strategy

11. The objective of the programme is to support the efforts of Governments in South Asia to achieve specific commitments made by the South Asia Association for Regional Cooperation (SAARC) Heads of State in 1993 to eradicate poverty. The programme focuses on three elements of the SAARC strategy: social mobilization, poverty monitoring, and the formulation of pro-poor policies. Extensive demonstration of grass-roots activities adapted to national social and economic conditions will provide the basis for integrating social mobilization as a strategy for national level poverty alleviation. The preparation of an annual report on poverty in South Asia as well as national reports on the subject by a network of experts and institutions in the region will provide the basis for monitoring the incidence and dimensions of poverty, along with the effectiveness of poverty alleviation programmes in each country. Intercountry collaboration on common policy issues such as the evaluation of poverty programmes, resource mobilization for poverty alleviation, and the impact of economic reform will be facilitated through the creation of regional platforms and networks. Regional ownership of the programme is enhanced by the

involvement of the SAARC secretariat and institutions and experts from the region.

Expected results and success criteria

12. The programme will contribute to the greater effectiveness of poverty alleviation programmes and the establishment of monitoring systems by promoting the use of standardized and regionally appropriate indicators that can be used by the public at large as well as by policy makers. Success indicators will be measured by the reduction of the incidence of poverty in programme areas; the upscaling and mainstreaming of social mobilization approaches from the pilot programme areas; the regular publication of the reports on poverty and the establishment of common standards and mechanisms to be used as an instrument for inter- and intracountry comparison; and more pro-poor policy changes.

Urban Governance Programme

Objectives and implementation strategy

13. Based on recent evaluation findings from the previous phase of the programme (Urban Management Programme for Asia and the Pacific (UMPAP)), the outcome of the Second United Nations Conference on Human Settlements (Habitat II) and other lessons from a governance-focused, global mayors' conference, this programme will be an integral part of a regional partnership to alleviate urban poverty. The programme aims to facilitate informed policy decisions through the grass-roots and municipal-level networks and mechanisms developed under UMPAP. Programme activities will be complemented by the UNDP global programme on urban management and Habitat II commitments at the country level and cooperation with the United Nations Centre for Human Settlements and ESCAP in design and implementation. Because the involvement of regional institutions within UMPAP (including non-governmental umbrella organizations) proved crucial in sustaining the effects of the programme's initiatives, this new phase will build regional ownership, sustainability and impact by anchoring activities within a select number of regionally based organizations and institutions.

Expected results and success criteria

14. It is envisaged that the impact of the programme will be manifested in better informed policy decisions by local and national authorities in their urban planning and management. Success will be measured by the increased involvement of civil society and its organizations towards more locally representative pro-poor policy decisions, as well as a more holistic and people-centred approach to urban planning within participating countries.

Gender programme

Objectives and implementation strategy

15. This programme supports Governments in their efforts to implement the Beijing Platform of Action by: (a) making unpaid and undocumented work visible to policy makers and the public at large, so that public policy can be

responsive to actual needs and priorities of people engaged in unremunerated work; (b) facilitating the application of modern science and technology to promote gender equality and poverty alleviation; (c) promoting appropriate legal frameworks and women's participation in decision-making at all levels of polity; and (d) supporting the mainstreaming of gender in programmes and policies through capacity development. The programme strategy is to bring together policy makers and experts to identify key policy issues; support and establish resource groups of experts in the region in each of these key policy areas; undertake pilot and demonstration activities, document and share the results through electronic and other means across a wide spectrum of partners; and carry out intercountry training to share best practices. Thus programme activities will build on existing strengths and capacities in the region, helping to focus them on resolving critical, cutting-edge issues of gender equality. The preparatory assistance phase of this programme is well under way. Science and technology and unpaid work programme initiatives will be linked to United Nations Development Fund for Women activities.

Expected results and success criteria

16. The development of methodologies for measuring and valuing paid and unpaid work will contribute to the establishment of international standards and the incorporation of these concerns in public policy. The programme will also result in the upscaling and replication of modalities for using advanced science and technology for income-generation and the economic empowerment of poor women. Gender-sensitized legal frameworks, systems of political participation and the development of programmes and strategies will reflect the principles of gender equality promoted by this programme. Success will be measured by, among other things, the use of these methodologies and criteria in reformulated policies.

HIV and development in Asia and the Pacific

Objectives and implementation strategy

17. The objective of programming in this area is to increase understanding of the socio-economic determinants of the HIV epidemic at a policy level, among Governments, and in the private sector and civil society, resulting in policies and programmes to promote an improved and effective response to the epidemic. An integrated programme will operate in and across the Asian and Pacific subregions to address common subregional issues, such as migration, drug use, or the trafficking of women and children for sex. National actors will identify issues and design and implement development work that will address the implications of the epidemic and improve practice at the country level. At the regional level, in support of subregional and national actions, the programme will explore innovative approaches to the interconnected issues of governance, gender and poverty and will advance the application of the human development index (pioneered by the earlier phase of the regional programme) to incorporate an understanding of the impact of the epidemic. Much of this work will be carried out through joint financing and collaboration with the UNDP HIV/AIDS and Development Programme and the Joint United Nations Programme on HIV/AIDS (UNAIDS) as joint programming is undertaken. In all cases, relevant regional programmes will provide added value to countries through the improved understanding of the linkages among and between the issues and programmes. The

programme will make extensive use of information materials and the Internet to facilitate partner participation.

Expected results and success criteria

18. By the end of the programme, intercountry cooperation should be evident and should lead to sustainable relationships between cooperating organizations. Partnerships between civil society and Governments will be active; new understandings of the relationships between the response to the epidemic and national development strategies will lead to clear policy and programme change; and intercountry applied research will influence design of responses. Monitoring and evaluation will be based on indications of sustainable relationships between the various actors; changes in policies in accordance with options developed under the programme; and the integration of the implications of the impact of HIV/AIDS on development into development programmes in many sectors.

2. Environment and natural resource management

19. The objective in this thematic area is to facilitate transboundary cooperation in the management of water, air and other shared environmental resources.

Mekong programme

Objectives and implementation strategy

20. The objective of the programme is to assist the component parts of the Mekong River Commission to design and implement a sustainable development strategy, drawing on the 1995 agreements of the riparian countries. Assistance to the Secretariat, the National Mekong Committees, the Commission and the Joint Committee will involve capacity development as well as direct high-level technical advisory services. UNDP will also help the Mekong River Commission to develop the Donor Consultative Group mechanism into a forum for policy dialogue and to manage a multi-donor trust fund. Key activities will involve the provision of senior technical advisers in specific areas on short notice to provide additional inputs and reviews of technical documents for the Secretariat, the Commission and the National Committees. Capacity development through study tours, workshops and joint work plan development will contribute to the effectiveness of the national committees. Assistance to organize and manage the design of an effective strategy for the implementation of the Agreements will be delivered through consultant services, work planning sessions, peer review and senior advisory mechanisms, including public discussion and feedback, the involvement of inhabitants of the Mekong watershed and organizations of civil society. In addition, links with the environmental management concerns of individual participating countries will be further strengthened along with those among the National Committees. Additional areas of environmental management to be supported by the Global Environment Facility (GEF) will also be identified. The preparatory assistance phase for this programme is currently being undertaken.

Expected results and success criteria

21. Support from UNDP is expected to improve capacity to conceptualize a strategic vision and put in place the operational mechanisms to achieve it. This will include substantive dialogue with key donor partners around a strategy document and, later, a fully developed and approved basin development plan. Monitoring and evaluation will be based on capacity development indicators as well as verification of progress towards the actual design and implementation of a sustainable development strategy and the level to which that strategy reflects the concerns of the population of the basin. In addition, approval and implementation of environmental project(s) supported by GEF, especially in wetlands biodiversity, will be a critical indicator of success.

North-east Asia Regional Cooperation Programme (NEARCP)

Objectives and implementation strategy

22. North-east Asian countries have identified specific components of this programme for formulation. The components will address common environmentally related development concerns in the subregion, such as sustainable agriculture and food security, poverty alleviation, sustainable energy and pollution control. NEARCP will be implemented in collaboration with relevant government agencies, national and regional institutions.

Expected results and success criteria

23. National priorities and programmes of action comprise the starting point of NEARCP. Through such cooperation, NEARCP will help to build food security through the continuation of the North-east Asia Agricultural Cooperation Programme, as well as the Integrated Pesticide Management Project, which will focus on environmentally sensitive and improved pesticide management practices. Gender and development projects are being formulated to promote science and technology to benefit women. The coal combustion and atmospheric pollution project will facilitate the exchange of information, technology and experience. At the end of the programme, there should be greater subregional integration and cooperation based on sustainable intercountry mechanisms.

3. Enabling economic frameworks and public policy

24. The goal in this thematic area is to assist countries to design and implement policies and practices that will enable them to take advantage of changing economic and social conditions.

Support to the Association of South-East Asian Nations (ASEAN)

Objectives and implementation strategy

25. Although the ASEAN subregional programme is still under preparation, it is envisioned that the main objectives will be to support the process of integrating an expanded ASEAN by building the capability of new members to accede to economic agreements, such as the ASEAN Free Trade Area, and contribute

to economic collaboration within ASEAN. The programme also aims to assist ASEAN countries in addressing the economic and social disparities that coincide with rapid economic growth and globalization, by promoting good governance and enhancing participation of civil society for sustainable and equitable economic development. Strengthened intra-ASEAN TCDC is envisaged as a useful mechanism for achieving these goals. The comparative advantages of UNDP as a neutral, global, intergovernmental dialogue partner of ASEAN has enabled it to assist ASEAN in formulating policy guidelines and recommendations. Through its network of field offices in ASEAN member countries, UNDP has worked closely with both national Governments and the ASEAN Committee and Secretariat, thus ascertaining the potential for linkages between national and regional levels.

Expected results and success criteria

26. It is expected that the programme will facilitate the successful integration of new members into the ASEAN framework so that they can begin to derive full benefits from membership. In addition, closer harmonization in the areas of trade and investment and completion of an on-line electronic communications and information exchange system are envisaged.

Support to the Economic Cooperation Organization (ECO)

Objectives and implementation strategy

27. In collaboration with the Regional Bureau for Europe and the Commonwealth of Independent States, the objective of this interregional programme is to support and facilitate subregional cooperation among the 10 member States of ECO (i.e., Afghanistan, Azerbaijan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey, Turkmenistan and Uzbekistan). ECO member States have agreed on the following strategy: strengthening the capacity of the ECO Secretariat, and supporting ECO countries in achieving increased trade efficiency in selected areas in order to assist countries in attaining their goal of more efficient economic cooperation within and outside the region. The United Nations Conference on Trade and Development will have a role in facilitating this second component of the strategy. Both the United Nations Conference on Trade and Development components are currently undergoing a preparatory assistance phase.

Expected results and success criteria

28. As a result of the capacity-building component of the programme, the ECO Secretariat will be proactive rather than merely responsive in enhancing cooperation among member States. It will also be a window for ECO Secretariat dialogue and cooperation with non-member countries, regional institutions and international organizations. With regard to support to trade efficiency, a demonstration and implementation support base will be established for improved customs and transport systems. This will serve the demand of member States to harmonize these systems and foster greater cooperation in this region.

South Asian Association for Regional Cooperation Trade and Equity

Objectives and implementation strategy

29. This programme seeks to develop policy options that will maximize the benefits of trade to the poor within SAARC countries, as these countries expand intraregional trade and move from the South Asian Preferential Trading Arrangement to a South Asian Free Trade Area (SAFTA). The programme strategy is to provide, through advisory services, substantive support to the SAARC Secretariat on trade related issues; to develop a network of research and policy institutions in the region to conduct proactive research on issues of poverty reduction, gender equality and trade potential; and to assist SAARC Governments in learning from economic cooperation arrangements in other regions, including South-east Asia and Latin America and the Caribbean, through study tours, advisory services, and other TCDC mechanisms. The activities of the programme will also involve the private sector and other non-governmental partners in the region.

Expected results and success criteria

30. The programme will provide the basis for using trade and regional cooperation as a modality to reduce poverty and generate income for low-income groups in these countries. By contributing to greater economic cooperation it will promote greater regional stability and human security. Success will be measured by, among other things, the implementation of SAFTA with the incorporation of explicit poverty-reduction criteria in trading arrangements.

Tumen River Area Development Programme (TRADP)

Objectives and implementation strategy

31. TRADP fosters collaboration among China, the Democratic People's Republic of Korea, the Russian Federation, Mongolia and the Republic of Korea. It is the only continuing mechanism comprising a Commission and a Committee, with a Secretariat in Beijing that promotes a development dialogue among these countries in the interest of raising the standards of living of resident populations. TRADP, a high priority programme for the participating countries, will concentrate on investment promotion fora, the harmonization of trade regimes, the reduction of customs and other cross-border impediments and the exchange of information, all in a people-centred and sustainable manner. TRADP has already been instrumental in creating the Ranjin-Sonbong free trade and investment area within the Democratic People's Republic of Korea and is helping to support other investment promotion fora. TRADP promotes the harmonization of trade regimes, reduces cross-border trade and immigration impediments, enhances the exchange of information on trade and investment opportunities and provides training in trade and investment promotion and resource mobilization. Under the auspices of TRADP the countries involved have signed a Memorandum of Understanding on the Environment.

Expected results and success criteria

32. In its new phase, TRADP will help to create and support national coordination bodies in each participating country. It will continue to support investment promotion, facilitate the expansion of infrastructure, encourage trade and identify additional areas of environmental management to be supported by GEF. Success will be measured by the number of additional jobs and improved livelihoods generated by new investments, increased trade and development of infrastructure, and the cooperative mechanisms established and strengthened to ensure sustainability and promote peaceful and productive development among the member States.

South Pacific Subregional Programme

Objectives and implementation strategy

33. In response to the lessons of the subregional programmes of the fourth and fifth cycles, which revealed the need for greater subregional focus, this programme concentrates on four main thematic programme components: (a) human resource development, by providing support for basic education, vocational training, and functional literacy training, targeting the specific needs of the island countries; (b) environment and natural resources, by providing support for tourism, forestry, fisheries, agriculture, and disaster management; (c) private sector development, by providing support for the development of legislation and policies, markets, private sector partnerships with Governments, and access to economic resources; and (d) development management, by providing support for the development of employment policies, the implementation of employment strategies and budgetary systems, and the monitoring of national and international resources. All four components revolve around the core theme of job creation and sustainable livelihoods.

Expected results and success criteria

34. The subregional programme as a whole will help Pacific Island countries to follow up on their national objectives to develop their private sectors and strengthen Government/private sector partnerships; follow up on World Summit for Social Development commitments on employment creation, and coordinate with the sustainable livelihood component of the UNDP global Poverty Programme. The preparatory assistance phase, which commenced recently, will assess and determine potential linkages between country and subregional programmes, the linkages between the four subprogrammes, mechanisms for the dissemination of demonstrated experience and lessons, and the intended impact, through benchmarks for each of the four subprogrammes, as well as common benchmarks for the subregional programme.

Asia Pacific Development Information Programme (APDIP)

Objectives and implementation strategy

35. The programme has three main goals: (a) to harness information and communication technologies (ICTs) for networking and development facilitation in the programme countries; (b) to support existing and future ICT initiatives in

the region, including the UNDP Sustainable Development Networking Programme; and (c) to develop a methodology for the application of Internet open standards to improve information management and communication, to be disseminated to all 24 RBAP programme countries. The unique advantage of UNDP in this area derives from its extensive field presence in the region, its role as a trusted and objective provider of information and advice and coordinator of United Nations system programmes, its widespread contacts with governmental and non-governmental entities, and its growing body of technical expertise in country offices. Sustainability will be enhanced by training local staff to maintain ICT facilities and by the commercial viability of the services provided.

Expected results and success criteria

36. Development information and communication services will be provided to all Governments and other development partners in the region that have requested support, so that programme assistance is firmly grounded in country and regional ownership. APDIP will result in expanded access to information and data on SHD themes for large numbers, by linking programme country Governments and development partners to the global electronic information infrastructure, thus permitting access to a vast array of development information and facilitating their communication with all parts of the world. APDIP will be at the leading edge of the knowledge revolution in the region, making a direct contribution to the educational, health, and livelihood objectives of SHD as well as directly enhancing democracy and local governance. Its success will be measured by the numbers of those gaining access to new sources of information and knowledge as a direct result of the programme, and the tangible benefits which flow from such access.

Governance for sustainable growth and equity

Objectives and implementation strategy

37. The objective is to facilitate and influence national actions in areas of governance through the cooperative investigation of key issues and the creation of useful mechanisms for learning and sharing lessons. Implementation will focus in two areas of intervention: (a) the dissemination of information on best practices in government reforms from throughout the region, the creation of a network of parliamentarians, the investigation of solutions and approaches to issues of corruption, and the development of an enhanced understanding of application of regionally defined values to sound governance; and (b) the creation of new understandings of the ways that the core SHD areas interface and interact with governance and will be implemented collaboratively with the regional programmes in the areas of HIV/AIDS, gender, and poverty. The use of national capacities in Governments, academia, civil society and the private sector to undertake pilot testing, organize workshops, develop personal and electronic networks, identify and analyse current practices and give guidance to the work plans of the programme will be key approaches in implementation.

Expected results and success criteria

38. Work at the intercountry level is expected to result in new understandings of sound governance, and its linkages to poverty eradication and economic growth for achieving national SHD goals. The extent to which policy changes take place, more informed parliamentary action result, best practices are applied at the country level and new information about governance and development is used in national human development policies will be important indicators of success.

III. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

39. Programme performance will be measured and monitored primarily through the programme work plans. The workplan of each regional programme will include a set of practical programme performance indicators, as established by the programme formulation team. The PPRR will then set a timetable for the periodic review of this plan, including at tripartite reviews. The Principal Project Resident Representative (PPRR) will be responsible for ensuring that regional programme objectives are realized within the given time-frame and budget provided.

40. For the most part, programme impact will be measured and monitored by the collection of baseline data and through participant responses to surveys. Regional programmes, where relevant, must foresee the need for baseline surveys, and budget for them accordingly. In order to study impact, changes in baseline data over time will be recorded by the relevant regional programme as part of their half-yearly progress reports to the PPRR and RBAP. Similarly, regular feedback from participants on the added value of the programme will be recorded through informal and formal stakeholder consultations.

41. The PPRR will ensure that each programme coordinator creates an electronic monitoring environment for each regional programme, using an appropriate reporting format devised in consultation with the PPRR and RBAP, within the RBAP Intranet environment. Each regional programme will have an effective information-sharing and learning strategy. Programme coordinators will be responsible for establishing and operating this system.

42. At the national level, an appropriate country-level mechanism will be established to obtain feedback from all partners in the country on programme performance and impact achieved. This may evolve out of the country consultation mechanism carried out as part of the RCF formulation process. Each participating resident representative will lead the process.

43. Annual tripartite reviews will be held for each regional programme, based on an agreed to schedule between involved parties. The annual review will be chaired by the host Government, or co-chaired by the host Government and the PPRR. The six-monthly progress reports, budget and work plan for the past period will be reviewed in detail and achievements will be measured against the performance indicators provided. The work plan and budget for the next period of the programme will also be discussed and agreed to at this time.

44. The first RCF will be subject to a triennial review, which will take place during the third year of operation (i.e., 1999). All regional programmes will be evaluated upon their completion. The issues to be addressed as well as the timing will be determined by the Programme Management Oversight Committee (PMOC) in consultation with the RBAP and the Evaluation Office. Selected regional programmes will also be subject to ex post facto evaluations in an attempt to study the longer term effects of UNDP support.

45. The triennial review will examine the validity of the RCF, and endorse or recommend shifts in priorities and strategies as required. The monitoring system, as described above, will yield the necessary reports and analyses for submission to the PMOC and for the triennial review in 1999.

IV. EXECUTIVE BOARD ACTION

46. The Executive Board may wish to:

Approve the implementation strategy for the first regional cooperation framework (1997-2001) as contained in document DP/1998/8.

Annex

RESOURCE MOBILIZATION AND ALLOCATION TARGET TABLE FOR ASIA AND THE PACIFIC (1997-2001)

(In thousands of United States dollars)

Regional cooperation framework programme areas	Resource allocation	
	Core	Non-core
1. Human development and equity	31 125	1 954 (bilateral donors)
2. Environment and natural resource management	16 574	6 592 (GEF[$700], bilateral donors [5 892])
3. Enabling economic environment and public policy	36 401	1 900 (bilateral donors)
4. Others	9 316	
TOTAL	93 416	10 446

Abbreviations: GEF = Global Environmental Facility.

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IMPLEMENTATION STRATEGY FOR THE FIRST REGIONAL COOPERATION FRAMEWORK FOR EUROPE AND THE COMMONWEALTH OF INDEPENDENT STATES (1997-1999)

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INTRODUCTION

1. The regional cooperation framework (RCF) for Europe and the Commonwealth of Independent States (DP/RCF/REC/1) approved by the Executive Board at its second regular session 1997 was the first for a region that effectively only came into being in the early 1990s. It focuses on issues that will strengthen the human dimension of sustainable development, and envisages a number of regional projects in the following five areas: (a) poverty eradication through the development of sustainable human development policies and indicators through national human development reports; (b) gender equality; (c) governance, focusing on democracy and participatory instruments and external resources management; (d) sustainable livelihoods through the promotion of small- and medium-scale enterprises; and (e) the environment. Poverty eradication will be the all encompassing advocacy theme in each of the above-mentioned areas.

2. In response to Executive Board decision 97/9 of 14 March 1997, the present document describes the means by which the objectives stated in the first RCF are expected to be achieved.

I. LESSONS OF PAST COOPERATION

3. At its thirty-ninth session in May 1992, the Governing Council took note of the third regional programme for Europe (DP/REU/3 and Corr.1). The programme covered Central and Eastern European countries only, and focused on traditional areas: (a) private sector development, (b) environment and energy, and (c) transport and communications.

4. With the incorporation into the programme of 15 newly independent countries and the accompanying opening of country offices after the approval of the programme, in 1994, the then-named Regional Directorate for Europe and the Commonwealth of Independent States saw the need to review the original selection of regional programme initiatives. The enormity of the changes experienced by the region was such that the regional programme had to be adjusted in terms of its relevance to the region's transition priorities and its linkages to new national programmes. As a result, several of the originally approved projects were either discontinued or not extended, such as the overly ambitious programme on privatization and traditional activities in road transport, communications, and atomic energy. These projects were left to institutions that had a greater affinity for and/or comparative advantage than UNDP had in such areas. The Regional Bureau for Europe and the Commonwealth of Independent States (RBEC) then shifted its focus to governance, sustainable livelihoods, gender equality and the environment. In addition, as a UNDP pilot experience, RBEC decided in 1994 to promote the preparation of national human development reports throughout the region to help to highlight the social impact of the transition at the country level as well as other crucial development issues.

5. The historic change that took place in the region made most potential lessons of experience from the third regional programme for Europe irrelevant for an RCF covering a totally different region. A new dialogue shifted to unleashing the energies of people, to participatory approaches, good governance,

and gender equality issues, all geared to achieving sustainable human development realities, accompanied by the stated goal of using expertise available within the region through networking between the newly established country offices.

6. The 1996 Office of Evaluation and Strategic Planning (OESP) evaluation, entitled Global, Interregional and Regional Programmes: An Evaluation of Impact, included the evaluation of four RBEC regional projects, namely:

(a) The Mediterranean Environment Technical Assistance Progr (METAP) (RER/90/004), an adjunct to country-based investment programmes ne World Bank and the European Investment Bank. Based in Turkey, and collaborating closely with the Regional Bureau for Arab States and the World Bank, the programme was deemed quite successful, principally through its provision of training in environmental management;

(b) The democracy, governance and participation project (RER/94/001), which, in spite of the lack of familiarity within the region with these concepts, was judged very positively;

(c) The Beijing Express project (RER/95/003), which, according to the evaluation report, was considered "... probably without parallel among all the projects here considered in the kind of enthusiasm it provoked among participants and stakeholders ... in publicizing the importance of action in the area of women's issues and addressing the gender dimension. One result has been far greater support from national Governments for the efforts by UNDP country programmes to establish gender units and programming oriented towards women. The network effect in building linkages among women leaders in many countries in the region may also have longer-term benefits" (p. 58);

(d) The external resources management project (RER/93/005), which was recognized as a project that was well-focused on the needs of all partners in the development cooperation arena.

7. A review of the above-mentioned projects highlighted a number of lessons, which can be summarized as follows:

(a) Areas of focus. RBEC decided to concentrate the limited regional funds in areas that fell under the UNDP mandate and areas of focus, namely: poverty eradication, gender in development, governance, sustainable livelihoods, and the environment. These areas of focus were linked to the attainment of the objectives of United Nations global conferences, particularly the World Summit for Social Development (Copenhagen, 1995), the Fourth World Conference on Women (Beijing, 1995), the United Nations Conference on Human Rights (Vienna, 1992), and the United Nations Conference on Environment and Development (Rio de Janeiro, 1992);

(b) Ownership. One lesson learned was the need for strong focal points at the country level through national projects that would serve as catalysts for regional projects. For the first time a concerted effort was made to make use of the expertise available within the region, and to network between country offices;

(c) Capacity-building of regional and subregional institutions. It became apparent that more emphasis needed to be placed on the subject, in part because of lessons learned from other regional projects, especially through the technical cooperation among developing countries (TCDC) modality;

(d) Learning approaches. A particularly effective means of advocating causes and substantive themes was through the organization of regional and subregional workshops on the preparation of national human development reports. The organization of the Beijing Express also provided opportunities to promote policy dialogue and training on key sustainable human development issues;

(e) Links between regional, national and interregional/global programmes. Links between regional and national projects were strong in the areas of gender, small- and medium-scale enterprises, democracy, external resources mobilization, and national human development reports, while those with projects financed under the interregional and global programme were weak;

(f) Collaboration with United Nations organizations, regional commissions and others. Particularly strong links were established with the Economic Commission for Europe (ECE) in a project for the development of social-sector statistics, and with the United Nations Industrial Development Organization on small- and medium-scale enterprises. The United Nations Office for Project Services (UNOPS) played an important role in serving as implementing agency for some of the regional projects.

8. These lessons, together with the overall positive synergy generated by working with ECE, became inputs in the formulation of the current RCF, together with extensive discussions with national authorities, including through several regional workshops, and UNDP resident representatives in the region.

II. IMPLEMENTATION STRATEGY AND ARRANGEMENTS

A. Common elements in the design and implementation of the components of the regional programme

9. The current RCF is based on a consultative process with all the countries involved, resulting in a number of basic principles, as follows:

(a) Regional projects will focus on countries that have national projects with thematic areas of focus similar to those of UNDP;

(b) Through networking, TCDC will become an operational reality, building on existing national projects, with thematic activities supported by appropriate RBEC regional advocacy projects. Each regional project will have an international project manager, who will mobilize expertise from within the region and network with non-core funding sources to channel additional resources towards national priorities;

(c) Human development is the over-arching paradigm that binds the five thematic areas into a holistic approach and adds synergy to the regional programme. National human development reports are the vehicles for developing

the focus within the focus. Each year RBEC recommends a theme to be elaborated through these national reports;

(d) Decentralized management is the key characteristic of the RCF. By locating all of its seven regional projects in one common duty station, the RBEC Regional Support Centre in Bratislava, Slovakia, the managers of the regional projects are now closer to their national clients and also benefit from the synergy of being together and economies in terms of travel time and costs. To enhance impact and coordination between regional projects, regional programme synergy meetings will take place every three months in Bratislava, where national stakeholders and international development partners will be invited on the basis of need;

(e) Capacity-building in design and management tools will be one of the tasks of each regional project, through corresponding national projects, and counterparts;

(f) Each regional project will develop its potential to build up a database of knowledge and experience in its field of competence that will be available to other countries as well as development cooperation partners. Thus the Regional Support Centre in Bratislava will become a service centre for the region;

(g) Each regional project will have a built-in flexible response capacity to deal with the needs that may arise during the programming cycle, relying on a vast network of expertise covering the entire region;

(h) Governments wishing to benefit from regional projects will be required to establish a national project in order to ensure national absorptive capacity for regional inputs. Links with interregional and global programmes and projects will also be explored, to avoid parallel and uncoordinated initiatives. Opportunities for linkages, including in implementation, exist on a number of levels in each of the five priority areas of the RCF.

B. Implementation strategy for each thematic area of the regional programme

10. In light of decision 97/9, each thematic area and regional project will be reviewed below in terms of: (a) objectives; (b) implementation strategy; and (c) expected results and success criteria.

1. Poverty eradication

11. The RCF includes two projects in this thematic area, namely, a project on human development policies and statistics and a Regional Poverty Programme.

Human development policies and statistics project (RER/97/003 (UNDP contribution of $2,100,000, May 1997-December 1999)

Objectives

12. The objectives of this project are to help to formulate sound human development policies through: (a) the preparation of national human development reports, combined with an annual regional human development report; and (b) the development of improved statistics on human development indicators, including reports on social trends by countries, the latter in close cooperation with ECE.

Implementation strategy

13. Subregional workshops will bring together specialists responsible for national human development reports and from the national statistical offices. A number of missions to countries in the region will be organized to address specific issues to advance the preparation of national human development reports and to promote in-country policy dialogue as a basis for future policy reform and international cooperation.

Expected results and success criteria

14. The project will be considered successful if: (a) the national human development reports have contributed to promoting greater awareness of human development issues and national debate on them; (b) national data collection and analysis capacity has been strengthened; and (c) policy and operational measures are adopted to address priority human development issues.

Regional Poverty Programme (RER/96/010) (UNDP contribution of $1,900,000, January 1997-December 1999)

Objectives

15. The objectives of the project are to: (a) suggest policy options to Governments for addressing poverty; (b) develop frameworks for UNDP-supported country-level activities related to poverty; (c) strengthen institutional capacity within the region to formulate poverty policies in a market economy; (d) build a network of institutions that share information and knowledge about poverty interventions in the region; and (e) involve civil society institutions in creating awareness of poverty policy options and the implications of choices made.

Implementation strategy

16. Efforts will be made to bring together policy makers of the region with analysts engaged in applied comparative analysis in order to build up domestic capacity to make appropriate anti-poverty policies, involving civil society and the media to facilitate national discussion. Regional poverty workshops, national poverty workshops, and the preparation of technical papers on specific poverty-related issues that characterize the region, in close coordination with the World Bank, related regional projects, and UNDP global projects, will be the vehicles by which the strategy will be implemented.

Expected results and success criteria

17. By the end of the project, support will have been provided for the formulation of national poverty programmes and specific project interventions targeting the poor in selected countries, including measures that examine the equity dimension of policy change, particularly as it relates to women. In addition, the project will have contributed to building up a global network of institutions working on poverty issues, with linkages to UNDP country offices.

2. Gender equality

Gender equality project (RER/97/002) (UNDP contribution of $2,500,000, complemented by a possible global Gender-in-Development Programme contribution of $400,000, May 1997-December 1999)

Objectives

18. The objectives of this project are to achieve the goals of the Beijing Platform for Action by: (a) raising awareness about the economic and social benefits of gender equality; (b) promoting the consideration of gender-related issues in the formulation of national development policies; promoting equality in the areas of women's rights and of the number of women in economic and political decision-making positions; and (c) promoting efforts to combat violence against women.

Implementation strategy

19. The project has a unique focus in combining three lines of action at country level: (a) encouraging the formation of national gender-in-development units located in the government hierarchy so that they can have an influence on policy development and the capacity to serve as women's information centres on women's rights; (b) promoting in-country non-governmental organization (NGO) gender-networking; and (c) supporting in-country gender analysis by contracting national research institutes, among others, which can provide the academic underpinning for promoting gender-sensitive parliamentary initiatives, as well as the preparation of an annual report on the status of women. Two subregional gender project managers, based in Bratislava and Tashkent, have been appointed to serve the Eastern European and Central Asian subregions, with substantive backstopping from the RBEC Gender Programme Specialist based in New York. The preparation of gender-related information for inclusion in national human development reports will also be supported. Complementary funds are expected from the UNDP global Gender-in-Development Programme, and from the United Nations Development Fund for Women, which has also offered support as cooperating agency.

Expected results and success criteria

20. Expected results and successful criteria include: (a) functional gender-development units will have been established in each of the 27 countries participating in the regional programme; (b) databases on national and regional gender-in-development activities will have been set up; (c) networks will have

been established between non-governmental organizations and gender-in-development units; and (d) institutions involved in gender-related research and training will have been provided with results that may have an impact on national gender-related issues. Greater overall awareness of gender-related issues and relevant policy and operational decisions to address them will be of critical importance.

3. Governance

Democracy, governance and participation project (RER/96/009), (UNDP contribution of $1,900,000, August 1997-December 1999)

Objectives

21. The project aims to focus on promoting good governance, through assistance to parliaments and ombudsman-type institutions, reaching out to civil society's capacity to participate and strengthening audit and evaluation capacities. United Nations work in the area of HIV/AIDS will also be managed under this project, coordinating RBEC inputs with those of additional donors.

Implementation strategy

22. At the regional level, information will be gathered and disseminated through networks and the organization of a regional database on development cooperation related to democracy. A Democracy Governance and Participation Steering Committee has been established to facilitate implementation, which will involve the allocation of regional responsibilities to national institutions. Implementation partners include: (a) the Academy of Education of Slovakia, (b) the Institute of Sociology of the Czech Academy of Science, to carry out research and development functions; and (c) the institute responsible for the Ombudsman function in Poland. Several of the thematic components will be further decentralized to country offices and United Nations cooperating agencies, including the United Nations Centre for Human Rights (UNHCR) and the Crime Prevention and Criminal Justice Division of the United Nations Office in Vienna, in conjunction with the European Institute for Crime Prevention and Control.

Expected results and success criteria

23. By the end of the programme, it is envisaged that each participating country will have organized a comprehensive democracy, governance and participation data base and will have assisted in providing support to country-level activities related to its objectives. Ombudsman's offices will have been established or strengthened in participating countries and legislation will have been prepared on governance issues. State audit offices will have been strengthened, and the Joint United Nations HIV/AIDS Programme will have supported a number of HIV/AIDS control and prevention programmes. Success will be measured by the completion of agreed work plans at the country level, as well as the number of policy decisions taken to address issues raised by the project, and, where appropriate, the practical measures taken.

External resources management project, phase II (RER/97/004), (UNDP contribution of $1,800,000, July 1997-December 1999)

Objectives

24. The objectives of this project are to increase the efficiency and effectiveness of external resource flows to participating countries through improved management, by building the capacity of national officials in relation to: (a) the criteria and procedures of main donors; (b) financial management of external resource flows; and (c) programme and project monitoring and evaluation instruments.

Implementation strategy

25. Training workshops for government officials, distribution of training materials, and learning from the experience of other countries in external resources management through the technical cooperation among countries in transition and TCDC modalities are the main features of the implementation strategy. In addition, the project will make use of the donor assistance database developed under the democracy, governance and participation project (RER/96/009) as well as the G-7 Support Implementation Group.

Expected results and success criteria

26. By the end of the project, it is envisaged that the national departments responsible for external resources management and aid coordination will possess fully computerized databases on aid flows, including, where appropriate, adoption of the G-7 donor assistance database system. In addition, staff will be fully familiar with donor procedures and be able to expedite current business with donors. In addition, skills in project design, appraisal, monitoring and evaluation will have been enhanced, and systems will have been established within technical departments for these functions. Practices will also have been put in place, where needed, for regular donor meetings and sectoral consultations, to facilitate donor coordination and the exchange of experience.

4. Sustainable livelihoods

Small- and medium-scale enterprises project (RER/97/005) (UNDP contribution of $2,600,000, April 1997-December 1999)

Objectives and expected impact

27. The objective of this project is to promote and strengthen small- and medium-scale enterprises as a means of creating employment and reducing poverty, with special attention to the participation of female entrepreneurs, in cooperation with the gender equality project (RER/97/002). The project will thus develop new and ongoing activities to support small- and medium-scale enterprises in six related areas: (a) national small- and medium-scale enterprise projects; (b) national business support centres/incubators; (c) support for the participation of women in business; (d) restructuring of privatized small- and medium-scale enterprises; (e) creation of an enabling

environment for small- and medium-scale enterprise development; and (f) establishment and organization of credit/financing mechanisms for micro-enterprises.

Implementation strategy

28. The regional project will support national projects and networks, focusing primarily on 10 countries in the Balkans, the Caucasus and Central Asia. It will take advantage of the successful experience of the former small- and medium-scale enterprise project in Romania, through the use of business advisers trained by the project, business books, manuals and training materials produced through the project, and linkages established with other organizations specializing in reaching out to regional entrepreneurs.

Expected results and success criteria

29. By the end of the project, national counterpart institutions and projects will have been established in 10 countries, and national business advisers will have been trained and will be able to assist in the preparation of business plans, mobilizing credit, restructuring management and marketing. Success criteria will be measured in terms of the number and quality of business plans prepared and implemented, an increase in the number of viable and profitable small- and medium-scale enterprises and people employed, and a continuous rise in the levels of investments recorded.

5. Environment

Environment and development project (RER/97/001), (UNDP contribution of $2,000,000 and Capacity 21 contribution of $727,273, August 1997-December 1999)

Objectives

30. The objectives of this project are to promote country-specific projects that will strengthen national capacities in the areas of: (a) formulating and/or updating Agenda 21 objectives; (b) policy reform and environmental legislation; (c) integrating environmental considerations into business and economic decisions; (d) enhancing public participation in environmental planning and monitoring; and (e) information and resource mobilization.

Implementation strategy

31. The project is designed as a framework to assist countries with their own priorities and stages of environment policy development, including the formulation of national environmental policies. Special attention will be given to subregional priority areas, including the Aral Sea (with Capacity 21), and the Barents Sea. Links will also be developed with the ongoing and future Global Environment Facility (GEF) regional projects under the international waters component, relating to the Danube River (pollution reduction and environmental management), the Black Sea (strategic action plan and environmental management), the Dnieper River Basin (strategic action programme), and the Caspian Sea (Caspian Sea Environment Programme). Links will also be

established with national and regional projects to be financed under the Montreal Protocol relating to ozone depletion, as well as GEF national projects relating to climate change, biodiversity and ozone depletion, and energy efficiency (with ECE support).

Expected results and success criteria

32. By the end of the project, national environmental authorities will have been assisted in producing or updating national Agenda 21 programmes, preparing legislation and policy options relating to the environment, training environmental specialists in the public and private sectors, and designing projects that can attract resources.

III. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

33. In addition to the regional programme initiatives outlined above, the RBEC Regional Support Centre also includes the one subregional resource facility (SURF) allocated to the region in the 1998-1999 budget. RBEC has decided to assign to the two SURF professionals the thematic responsibilities of governance and the environment, thus strengthening and supporting the focus of two RBEC regional initiatives. Furthermore, to promote follow-up to the networking between similar national project initiatives, an essential part of the synergy promoted by the regional programme as a whole, the regional programme will support subregional initiatives within the five thematic programme focus areas. Through its support programme, called "Agora", from the Greek for "meeting place" (RER/97/005), new TCDC initiatives within the region will be sought, enhanced and strengthened, thus providing the logical complement to the management of the regional programme and an ideal conduit for TCDC, including seeking synergy between regions, such as with Asia and Latin America.

34. All regional projects are managed by the RBEC Regional Support Centre in Bratislava, Slovakia. RBEC policy guidelines will be communicated through regional programmes synergy meetings held every three months in New York. Day-to-day support for monitoring has been decentralized to the senior management of the Regional Support Centre. For each regional project, a comprehensive 20- to 40-page long project document will be prepared, conforming to the requirements of the UNDP Programme and Projects Manual and the required project design features. To become operational, each regional project must be reviewed and endorsed by a significant number of countries in the region, which must accept their obligations as stipulated in the regional project documents.

35. Managers of each project must develop specific performance indicators as part of their annual work plan, to be fine-tuned in a system of three-monthly rolling implementation plans, endorsed by the above-mentioned regional programme synergy meetings.

36. Quarterly progress reports on each project will be submitted as inputs to the synergy meetings. These project reports will be combined into one annual progress report.

37. The RCF will be subject to a review in 1999. All regional projects included under the RCF will be evaluated upon completion. The issues to be addressed as well as the timing of these evaluations will be determined by the Programme Management Oversight Committee in consultation with RBEC and the Evaluation Office.

IV. EXECUTIVE BOARD ACTION

38. The Executive Board may wish to:

Approve the implementation strategy for the first regional cooperation framework for Europe and the Commonwealth of Independent States as contained in document DP/1998/9.

Annex

RESOURCE MOBILIZATION AND ALLOCATION TARGET TABLE FOR EUROPE AND THE COMMONWEALTH OF INDEPENDENT STATES (1997-1999)

(In thousands of United States dollars)

Regional cooperation framework programme areas	Resource allocation	
	Core	Non-core
1. Poverty eradication	4 000	
2. Gender equality	2 500	
3. Governance	3 700	1 500*
4. Sustainable livelihoods	2 600	
5. Environment	2 000	727 (Capacity 21)
TOTAL	14 800	2 227

* Cost sharing at the time of preparation of the present document from the Governments of Sweden, Switzerland and the Czech Republic (RER/96/009), and from the Austrian Trust Fund (RER/97/004).